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# THESIS

OP-12/PERS-5 IN THE MANPOWER PROCESS

by

Gregory P. French

December 1991

Thesis Advisor:

Stephan L. Mehay

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92 2 25 210

92-04981



UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE

REPORT DOCUMENTATION PAGE				
1a REPORT SECURITY CLASSIFICATION UNCLASSIFIED			1b RESTRICTIVE MARKINGS	
2a SECURITY CLASSIFICATION AUTHORITY			3 DISTRIBUTION/AVAILABILITY OF REPORT Approved for public release; distribution is unlimited.	
2b DECLASSIFICATION/DOWNGRADING SCHEDULE				
4 PERFORMING ORGANIZATION REPORT NUMBER(S)			5 MONITORING ORGANIZATION REPORT NUMBER(S)	
6a NAME OF PERFORMING ORGANIZATION Naval Postgraduate School		6b OFFICE SYMBOL (If applicable) 55		7a NAME OF MONITORING ORGANIZATION Naval Postgraduate School
6c ADDRESS (City, State, and ZIP Code) Monterey, CA 93943-5000			7b ADDRESS (City, State, and ZIP Code) Monterey, CA 93943-5000	
8a NAME OF FUNDING/SPONSORING ORGANIZATION		8b OFFICE SYMBOL (If applicable)		9 PROCUREMENT INSTRUMENT IDENTIFICATION NUMBER
8c ADDRESS (City, State, and ZIP Code)			10 SOURCE OF FUNDING NUMBERS	
			Program Element No.	Project No.
			Task No.	Work Unit Accession Number
11 TITLE (Include Security Classification) OP-12/PERS-5 IN THE MANPOWER PROCESS (UNCLASSIFIED)				
12 PERSONAL AUTHOR(S) French, Gregory Philip				
13a TYPE OF REPORT Master's Thesis		13b TIME COVERED From To		14 DATE OF REPORT (year, month, day) 1991 December
15 PAGE COUNT 102				
16 SUPPLEMENTARY NOTATION The views expressed in this thesis are those of the author and do not reflect the official policy or position of the Department of Defense or the U.S. Government.				
17 COSATI CODES			18 SUBJECT TERMS (continue on reverse if necessary and identify by block number)	
FIELD	GROUP	SUBGROUP	OP 12/PERS-5, manpower requirements, manpower authorizations, PPBS, POM, PMAS, NAVMAC.	
19 ABSTRACT (continue on reverse if necessary and identify by block number) The purpose of this thesis is to analyze the operations of the Chief of Naval Personnel's Total Force Programming and Manpower Division, OP-12/PERS-5, and to document OP-12/PERS-5's functions in determining Navy manpower requirements and programming authorizations. The thesis also addresses the role OP-12/PERS-5 plays in the Congressional requirement to reduce manpower end strength. This thesis specifically discusses: (a) the methods of determining manpower requirements and programming manpower authorizations; (b) the Department of the Navy Agencies that assist in manpower requirements determinations; (c) the OP-12/PERS-5 organization; (d) the supporting data based systems; (e) the computer model that assists in manpower programming; and (f) Op-12/PERS-5's relationships with other OP-01 divisions.				
20 DISTRIBUTION/AVAILABILITY OF ABSTRACT <input checked="" type="checkbox"/> UNCLASSIFIED UNLIMITED <input type="checkbox"/> SAME AS REPORT <input type="checkbox"/> OTHER USERS			21 ABSTRACT SECURITY CLASSIFICATION Unclassified	
22a NAME OF RESPONSIBLE INDIVIDUAL Stephen L. Mebay			22b TELEPHONE (Include Area code) (408) 646-2643	22c OFFICE SYMBOL AS/MP

DD FORM 1473, 84 MAR

83 APR edition may be used until exhausted  
All other editions are obsolete

SECURITY CLASSIFICATION OF THIS PAGE

UNCLASSIFIED

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OP-12/PERS-5 in the Manpower Process

by

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Submitted in partial fulfillment  
of the requirements for the degree of

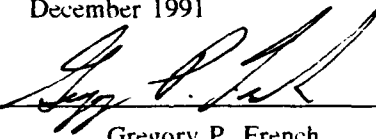
MASTER OF SCIENCE IN MANAGEMENT

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NAVAL POSTGRADUATE SCHOOL

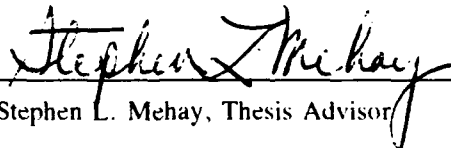
December 1991

Author:

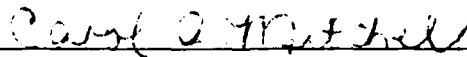


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## ABSTRACT

The purpose of this thesis is to analyze the operations of the Chief of Naval Personnel's Total Force Programming and Manpower Division, OP-12/PERS-5, and to document OP-12/PERS-5's functions in determining Navy manpower requirements and programming authorizations. The thesis also addresses the role OP-12/PERS-5 plays in the Congressional requirement to reduce manpower end strength. This thesis specifically discusses: (a) the methods of determining manpower requirements and programming manpower authorizations; (b) the Department of the Navy agencies that assist in manpower requirements determinations; (c) the OP-12/PERS-5 organization; (d) the supporting data base systems; (e) the computer model that assists in manpower programming; and (f) OP-12/PERS-5's relationships with other OP-01 divisions.



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## TABLE OF CONTENTS

I.	INTRODUCTION . . . . .	1
A.	MANPOWER REQUIREMENTS AND AUTHORIZATIONS . . .	2
B.	THE OP-12/PERS-5 ORGANIZATION . . . . .	3
C.	THE PROGRAMMED MANPOWER AUTHORIZATIONS SYSTEM (PMAS) . . . . .	5
D.	THE MANPOWER DRAWDOWN . . . . .	6
II.	THE MANPOWER PROCESS . . . . .	7
A.	MANPOWER REQUIREMENTS DETERMINATIONS . . . . .	7
1.	The Manpower Requirements Documents . . . . .	10
a.	Ship Manpower Document . . . . .	12
b.	Squadron Manpower Document . . . . .	13
c.	Shore Manpower Document . . . . .	14
B.	PROGRAMMED AUTHORIZATIONS . . . . .	15
1.	Navy Manpower Data Accounting System . . . . .	17
2.	Enlisted and Officer Programmed Authorizations . . . . .	18
C.	THE MANNING PROCESS . . . . .	19
D.	DEPARTMENT OF THE NAVY AGENCIES . . . . .	21
III.	AN OVERVIEW OF THE TOTAL FORCE PROGRAMMING AND MANPOWER DIVISION, OP-12/PERS-5 . . . . .	24

A. PLANNING, PROGRAMMING AND BUDGETING SYSTEM	
OVERVIEW . . . . .	25
1. Planning . . . . .	27
2. Programming: The Navy's Program Objectives Memorandum (POM) . . . . .	28
a. Program Planning Phase . . . . .	30
b. Program Development Phase . . . . .	30
3. Budgeting . . . . .	32
B. PROGRAM AND BUDGET DEVELOPMENT BRANCH, OP-120 .	33
C. MANPOWER REQUIREMENTS AND AUTHORIZATION BRANCH, PERS-51 . . . . .	35
D. MANPOWER PROGRAMS AND SYSTEM SUPPORT BRANCH, PERS-52 . . . . .	40
 IV. THE PROGRAMMED MANPOWER AUTHORIZATIONS SYSTEM (PMAS)	
COMPUTER MODEL . . . . .	43
A. PMAS FRONT-END . . . . .	45
B. BOOK USERS . . . . .	45
C. SCENARIO USERS . . . . .	48
 V. PERS-5'S ROLE DURING THE MANPOWER DRAWDOWN . . . . .	51
 VI. SUMMARY AND CONCLUSIONS . . . . .	55
A. SUMMARY . . . . .	55
B. CONCLUSIONS . . . . .	56

APPENDIX A	OPNAV FORM 1000/2 . . . . .	58
APPENDIX B	RESOURCE SPONSORS . . . . .	59
APPENDIX C	MANPOWER CLAIMANTS . . . . .	60
APPENDIX D	GLOSSARY OF TERMS . . . . .	62
BIBLIOGRAPHY	. . . . .	94
INITIAL DISTRIBUTION LIST	. . . . .	95

## I. INTRODUCTION

The purpose of this thesis is to give an overview of the operations of the Chief of Naval Personnel's Total Force Programming and Manpower Division, OP-12/PERS-5, and to document OP-12/PERS-5's functions in determining Navy manpower requirements and programming authorizations. The thesis provides an overview of the manpower requirements and manpower programming process. As part of this overview, the thesis: describes the organization of OP-12/PERS-5 and its duties and responsibilities; discusses how the computer based model, the Programmed Manpower Authorization System (PMAS), assists PERS-52 personnel; examines OP-12/PERS-5's role in the Navy's current manpower reduction; and discusses the actions OP-12/PERS-5 may take if mandated reductions in manpower exceed planned Navy manpower reductions. The goal of the thesis is to provide an overview of the operations of OP-12/PERS-5 so that future students in the Manpower, Personnel, and Training Analysis Curriculum at Naval Postgraduate School will have a useful document to help them understand the management of Navy manpower, especially in the context of budget cuts, force reductions, and a changing force structure.

In this chapter, each of these topics is briefly introduced. Each topic is then discussed in detail in separate succeeding chapters.

## **A. MANPOWER REQUIREMENTS AND AUTHORIZATIONS**

A key part of understanding many basic manpower issues involves understanding the manpower requirements determination process and the corollary process of programming manpower authorizations. Manpower requirements are based on each Naval activity's Required Operational Capabilities (ROC) and the Projected Operational Environment (POE). The ROC/POE defines the capabilities required by ships and squadrons in various operational situations and under the environmental conditions in which they are expected to operate, such as "at sea" or "at war". Based on each activity's ROC/POE the Navy's Manpower Analysis Center (NAVMAC) determines manpower staffing requirements, the results of which are published in Ship Manpower Documents (SMDs), Squadron Manpower Documents (SQMDs), or Shore Manpower Documents (SHMDs are now referred to as ER(MEO)s), depending on whether the Naval activity is a ship, squadron or shore activity. The SMDs, SQMDs and SHMDs represent the foundations for an activity's Manpower Authorizations Document (OPNAV Form 1000/2)[Appendix A]<sup>1</sup>.

Manpower authorizations represent the total number of Navy end strength that are budgeted for and funded during the current fiscal year and through the Future Year Defense Plan (FYDP). Manpower authorizations are programmed during each

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<sup>1</sup> Martel R. T., The Process of Determining Manpower Requirements and Its Relationship to PPBS, Master's Thesis, Naval Postgraduate School, June 1979, p. 8.

Planning, Programming and Budgeting System (PPBS) Cycle. The PPBS is a process within the Department of Defense to determine the budget requirements of the DOD. One portion of the process produces the Programmed Objectives Memorandum (POM). The PPBS cycle starts 14 to 16 months prior to the beginning of the fiscal year. In this process the Department of Defense and the Department of the Navy strategies and policies are translated into programs that support these policies. A Future Year Defense Plan (FYDP) is developed during the PPBS process, recognizing both fiscal and manpower constraints. The major emphasis of the PPBS is ensuring first year executability and to justify programs and manpower requirements. One major product of the PPBS is the approved Navy manpower authorizations level or "end strength". End strength represents the total number of active duty military in the Navy on the last day of a given fiscal year.

#### **B. THE OP-12/PERS-5 ORGANIZATION**

OP-12/PERS-5 can briefly be described as a division consisting of three branches:

- the Program and Budget Development Branch (OP-120);
- the Manpower Requirements and Authorization Branch (PERS-51); and
- the Manpower Programs and System Support Branch (PERS-52).

The Program and Budget Development Branch has maintained its original OPNAV code (OP-120) to be consistent with other OPNAV agencies that are identified as resource sponsors. A resource sponsor is an OPNAV Principal Official (Deputy CNO or a director of a major staff office) responsible for an identifiable aggregation of resources which constitute inputs to warfare and supporting tasks. The span of responsibility includes interrelated programs or parts of programs located in several mission areas. These resources are appropriated to claimants who utilize the funds and end strength. A list of major resource sponsors is presented in Appendix B. A claimant is a major commander or bureau, such as NAVAIR, NAVSEA, CINCLANTFLT or NAVSUP, who is authorized resources for the accomplishment of the assigned mission and tasks. A list of manpower claimants is presented in Appendix C. OP-120's major responsibilities are to serve as OP-01's resource sponsor and as the Military Personnel Navy (MPN) appropriation sponsor.

The major responsibilities of the Manpower Requirements and Authorization Branch, PERS-51, include: maintaining and validating the Navy's total manpower requirements through the Navy's Ship (SMD), Squadron (SQMD) and Shore Efficiency Review Documents (ER(MEO)s); overseeing and coordinating the operations of NAVMAC; and maintaining the billet authorizations files.

The Manpower Programs and System Support Branch, PERS-52, is responsible for managing the Navy's end strength, monitoring officer/enlisted billet quality, and managing and monitoring enlisted sea/shore rotation and officer restructuring programs. Two important products of the PERS-52 branch are the Enlisted and Officer Programmed Authorization (EPA/OPA) documents that are primary sources of end strength and billet information utilized by the Military Personnel Policy Division, PERS-2.

**C. THE PROGRAMMED MANPOWER AUTHORIZATIONS SYSTEM, (PMAS)**

The Programmed Manpower Authorization System, (PMAS), is a computer model currently under development by the Naval Personnel Research and Development Center (NPRDC). There are currently two versions of this model. The PC version which is still under development will be the preferred version because of its flexibility and speed. Since the PC version of PMAS is projected to be the most widely used, the discussion in this thesis will concentrate on the PC model, and will detail the model's assumptions, structure, and present and future use. PMAS will allow the user the flexibility to compute either active duty Navy OPAs/EPAs, Naval Reserve (TAR) OPAs/EPAs, SELRES OPAs/EPAs or OPAs and EPAs subject to specific manual changes.

#### **D. THE MANPOWER DRAWDOWN**

Understanding the functions of OP-12/PERS-5 and the manpower process will be completed by examining PERS-5's role in the Navy's current manpower reduction and the actions PERS-5 will take if mandated reductions exceed programmed manpower reductions. This examination will be completed by looking at the present force reduction, followed by the concerns of OP-01 in POM-94, and finally the actions of PERS-5 if mandated reductions exceed programmed reductions.

Finally, the manpower terms that are essential to the discussion of the thesis are explained within the text. These and other, less essential, manpower terms are defined in Appendix D.

## **II. THE MANPOWER PROCESS**

The Navy is continuously involved in an extensive process of managing its manpower resources. This process involves determining manpower requirements, programming manpower authorizations, and managing the personnel inventory<sup>2</sup> and personnel-on-board. OP-12/PERS-5's role in this process is limited to determining manpower requirements and programming manpower authorizations, and does not specifically deal with personnel inventory or personnel-on-board. The following discussion on the Navy's manpower process will focus on manpower requirements and authorizations. To acquire a comprehensive overview of the manpower process the reader should consult OPNAVINST 1000.16G.

### **A. MANPOWER REQUIREMENTS DETERMINATIONS**

The goal of determining manpower requirements is to establish the manpower necessary to drive the ships, fly the aircraft, and man the shore establishments that carry out the assigned missions of the Navy. The final product of the manpower requirements determination process is a valid, cost-effective manning level which documents the total manpower needs of the Navy. The primary objective of manpower

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<sup>2</sup> Personnel inventory is the total of military personnel in the Navy and includes personnel who are either students, transients, patients, prisoners, or holdees (TPPH).

requirements determinations is to determine the quantitative and qualitative military and civilian manpower requirements to meet the approved operational and mission requirements (ROC/POE).

Under wartime conditions, ship and squadron manpower requirements are determined via the Navy Manpower Mobilization System (NAMMOS). The Hardware/Manpower Integration program (HARDMAN) is used to establish manning needed for new weapon systems. NAMMOS is the system used to determine and document the mobilization requirement for military and civilian manpower at shore activities. This system provides the basis for mobilization requirements for various scenarios. Mobilization requirements refer to the manpower needed to mobilize for wartime conditions. These manpower requirements appear on the OPNAV Form 1000/2 as M+1, M+2, M+3, M+6, and M+12, which indicate Mobilization Day plus the number of months required to achieve that manpower level (e.g., M+1 means mobilization plus one month). All ships, fleet aviation squadrons and deployable units are expected to be at full mobilization at M+1. All existing Naval activities are expected to be fully mobilized by M+3. M+6 and M+12 reflect total mobilization and include the induction of personnel (either draftees or volunteers) and the acquisition of additional equipment (refer to Appendix A).

HARDMAN is a standardized set of procedures used to identify the Manpower, Personnel and Training (MPT)

requirements for all new weapon systems. This process begins at weapon system initiation, which is when the weapon system receives initial approval for development, and continues through development and deployment. HARDMAN's analysis generates the initial SMDs, SQMDs, SHMDs and Navy Training Plans (NTPs) associated with a new weapon system. Under peacetime conditions, shore activities determine their manpower requirements through an Efficiency Review (ER) process, which will be discussed later.

Manpower requirements are the basis for the Future Year Defense Plan (FYDP), which states the programmed manpower authorizations for the current fiscal year plus six years. During the PPBS cycle, existing and proposed manpower requirements are reviewed and at times questioned by the Office of the Secretary of Defense (OSD) or Congress. The Navy responds to these questions by continuously updating standards for determining manpower as the missions of the Navy evolve. Any resource sponsor or claimant proposing changes in mission, tasks, or functions, or the acquisition of new ships, aircraft, weapon systems, or hardware has the explicit responsibility to define the manpower implications associated with the functional change or the new equipment.<sup>3</sup>

When new ship/aircraft acquisition programs are approved, Preliminary Ship/Squadron Manning Documents (PSMD, PSQMD) must

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<sup>3</sup> OPNAVINST 1000.16G, pg. 2-6.

be developed. These documents identify and justify the quantitative and qualitative manpower requirements associated with the new ship/aircraft. Prior to the approval of any PSMD/PSQMD, the Navy Manpower Analysis Center (NAVMAC) reviews these documents to ensure that the latest standards and procedures were used. This review process is designed to ensure that all manning questions and concerns, such as billet quality versus billet quantity, can be resolved and the manpower requirements process can continue. The ultimate result of this process is approved Ship/Squadron Manning Documents (SMD/SQMD) which provide the guidelines for manpower, personnel and training planning and programming for future ships and aircraft of the same class.

#### **1. The Manpower Requirements Documents**

Full understanding of manpower requirements can only be achieved by a thorough knowledge of the methodology used to develop the manning requirements documents. Navy manpower requirements documents determine the minimum wartime quantity and quality of manpower required to accomplish the missions defined by the Required Operational Capabilities in the Projected Operational Environment (ROC/POE).

The major factor in determining manpower requirements is the Navy's standard workweek. This workweek is defined as the average workweek and adopts the following assumptions:

- The "At Sea" workweek is when a vessel or squadron is under Condition III<sup>4</sup> and on a three-section watch<sup>5</sup>.

- The "Ashore" workweek encompasses activities during which accompanying dependents are authorized and is based on a five-day, forty-hour workweek.

The typical "at sea" workweek is considered an 81 hour week. Of these 81 hours, seven hours are devoted to training and another seven hours are devoted to "other allowances," such as inspections, sick-call, haircuts and so on. Consequently, each person is assumed to have 67 hours available to perform operational manning or ship's work. A watchstander is assumed to spend 56 hours per week on watch (8 hours a day, seven days a week). The remaining 11 hours of a watchstander's time are dedicated to ship's work. Non-watchstanders devote all 67 hours to ship's work. Considering these assumptions, the number of billets required for a watch station or for ship/squadron work can be estimated using the following equation:

$$\# \text{ of billets} = \frac{\text{total weekly man-hours required}}{\text{applicable productive workweek}}$$

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<sup>4</sup> Condition III is a Wartime, Deployed, Increased Tension, Cruising Readiness at Sea scenario. The ship is manned and operated as necessary to conform with the prescribed ROC. Each man will be given the opportunity for 8 hours of rest per day and the maximum expected crew endurance at condition III is 60 continuous days. (CRM 88-95, pg. 3)

<sup>5</sup> A three-section watch describes the number of personnel required to man each watch station. A three section watch means that three Naval personnel will rotate and man the watch stations on a 24-hour basis.

where "total weekly man-hours required" is the total hours in a week in which the watch station must be manned, and the "applicable productive workweek" is the number of hours a watchstander is expected to spend on watch (normally 56 hours per week). This equation quantifies the number of billets required. Quality determinations, such as rank and training requirements, are established through occupational standards manuals.

*a. Ship Manpower Document*

The determination of ship manpower requirements, from which Ship Manpower Documents (SMDs) are prepared, is obtained through analytical evaluation of each of the following areas and conditions:

- Operational Manning is the manpower needed to man essential operating stations during Conditions I<sup>6</sup> and III, and special operations such as flight quarters, underway replenishment, and amphibious operations.

- Maintenance manpower is the manpower needed to perform planned and corrective maintenance as well as the manpower needed to maintain the material condition of the ship.

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<sup>6</sup> Condition I is General Quarters where the ship is capable of performing all assigned offensive and defensive functions simultaneously. All personnel are on continuous alert, with an expected maximum endurance of 24 hours.

- Own-Unit support is the manpower needed to perform administrative, command, supply, food service, and medical support tasks.

- Customer support is the manpower required to provide supply, repair and support services to other ships in the fleet. This workload element is unique to tenders and repair ships.

- Other Allowances. All time spent on ship cannot be considered personal or fully productive. Although the sailor is considered to be in a working status, allowances are made for inspections, training, and time spent preparing for tasks as well as for clean-up after work.<sup>7</sup>

***b. Squadron Manpower Document***

Squadron Manpower Documents (SQMDs) are similar to SMDs in that SQMDs manpower requirements are also based on ROC/POE statements. SQMDs document manpower requirements for the Navy's aviation squadrons and afloat Aircraft Intermediate Maintenance Departments (AIMDs), including Sea Operational Detachments (SEAOPDETs). SQMDs are updated annually and are considered "Class Documents." Class Documents represent the baseline manpower requirements for a class of ship, for example the Oliver Hazard Perry Class guided-missile frigates (FFG-7), or a type of aircraft in a squadron, such as a P-3C update II.5 in a Maritime Patrol (VP) Squadron. The result is

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<sup>7</sup> OPNAVINST 1000.16G, pg. 2-13 & CRM 87-114, pg. 8.

that a subsequent ship or squadron with the same hardware will have the same basic SQMD.\*

*c. Shore Manpower Document*

The manpower requirements determination process for shore establishments has undergone major changes, beginning in January 1988. Prior to that time, Shore Manpower Documents (SHMD) were developed similarly to SMDs and SQMDs. The current shore manpower requirements determinations program, the Efficiency Review (ER) process, allows manpower claimants to take responsibility for the program's oversight and execution. The purpose of ERs is to develop a manpower requirements baseline for claimants and resource sponsors to use as a basis for programming all shore manpower resources. The ER process' initial objective is to target 20 percent of each claimant's shore population each year to achieve complete Navy-wide Efficiency Review coverage by end FY-94. When the initial ERs are complete, this process will continue with each activity conducting a follow-on review every five years. An approved ER forms the basis for an activity's SHMD, and like SMDs and SQMDs, SHMDs define manpower requirements and are used to justify resources during the PPBS cycle.

The ER process reviews and assesses workload in terms of the activity's mission and function and determines the most effective and efficient use of equipment and

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\* OPNAVINST 1000.16G, pg. 2-17.

manpower. ER-based staffing standards define the work to be accomplished, type of manpower needed, and total workload. Manpower requirements are defined in terms of the mix of military, civilian and contractor manpower. The end product of an ER is the establishment of a Most Efficient Organization (MEO) which utilizes the minimum quantity and quality of manpower required to perform the activity's missions. An activity's missions are described through Performance Work Statements (PWS), which define an activity's functions, as well as what performance indicators and standards will be used to measure effective performance. PWSs are intended to serve as a basis for identifying required performance changes and to lead to a process of continual improvement. This continual improvement process is intended to complement the Navy's Total Quality Leadership (TQL) program. The long-term goals of the ER process are to improve the efficiency of shore activities in determining manpower requirements, and to realize monetary savings on scarce resources.

#### **B. PROGRAMMED AUTHORIZATIONS**

As previously stated, manpower requirements represent the total number of manpower required to carry out all Naval missions. Manpower authorizations, on the other hand, represent the total military end strength funded to carry out these assigned missions. Billet Authorizations (BA) refer to funded military positions, or billets, that have been

"qualitized" to reflect rating, paygrade, and training requirements.

Shore manpower requirements can be satisfied by military personnel(active and reserve), civilian personnel or contract (civilian) personnel. Like military manpower requirements, civilian manpower requirements represent manpower estimates for planning and programming, but civilian manpower managers are constrained by dollar resources and not necessarily manpower ceilings during execution. Civilian positions are funded through a "manage to payroll" process, in which a commanding officer can "buy" the most effective mix of civilian positions by quantity and paygrade as long as the civilian manpower budget ceiling is not exceeded. This process allows civilian manpower managers the flexibility of varying manpower quality and quantity while still meeting budgetary constraints.

The primary objective in programming manpower authorizations is to reflect the quantity and quality of personnel needed to support funded programs and to serve as the basis to program manpower inventories for the current fiscal year and future years. The number of manpower authorizations are approved by Congress at the conclusion of the PPBS cycle. Programmed authorizations for a fiscal year and through the programmed years (FYDP) are subject to adjustment during the PPBS cycle. These adjustments may occur because of budget decisions, Congressional action or even

because of limitations in the personnel inventory. The current fiscal year is called the "execution year" and the Navy is authorized and appropriated the funds necessary to maintain an approved manpower end strength. Navy manpower managers in OP-01 are required, by law, to manage total Navy programmed authorizations under these fiscal and numerical constraints. The primary use of the programmed manpower authorizations is in the personnel strength planning process. Strength planning includes the planning of accessions, promotions, historical attrition rates, and training, as well as related matters such as bonuses, special pays, and other funds necessary for the management of personnel inventories.<sup>9</sup> Manpower Authorizations provide the capability essential for planning accessions and training through the FYDP, with the goal of matching authorizations to inventory.

#### **1. Navy Manpower Data Accounting System**

The Navy Manpower Data Accounting System (NMDAS) is the Navy's authoritative central data base that maintains both quantitative and qualitative information on manpower authorizations. The quantitative subsystem of NMDAS is the Navy Manpower End Strength Subsystem (NMESS). This system maintains aggregate numerical controls on total Navy end strength and the location of this manpower. The location of manpower is tracked by assigning all end strength numbers to

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<sup>9</sup> OPNAVINST 1000.16G, pg. 3-16.

Unit Identification Codes (UICs). This data base maintains end strength information that spans from the current fiscal year throughout the FYDP. A billet subsystem of NMDAS, called the "billet file," tracks the qualitized billet authorizations. These qualitized billets are described by officer designator or enlisted rating, paygrade, and special training that may be required by personnel to carry out the duties of the billet. The "billet file" serves two main purposes. One is for inventory development and the other is the placement of that inventory. Inventory development is the maintenance of the proper manpower inventory to meet the current (execution year) and planned (FYDP) demand for manpower.

## **2. Enlisted and Officer Programmed Authorizations**

Enlisted and Officer Programmed Authorizations (EPA and OPA) Documents are developed to support the manpower strength planning process. These documents are developed using NMDAS data files. They provide a summary of funded and programmed billet authorizations by enlisted management code and rate or officer designator and paygrade over the FYDP. Further aggregations are made within occupations to identify secondary skills and special qualifications (e.g., Navy Enlisted Classification Codes, NECs and Officer Sub-specialty Codes, P-Codes). These documents assist PERS-2 personnel in matching personnel qualifications to billet requirements.

Manpower managers use this information to plan manpower accession programs and policies and training programs to ensure that specialty skills are maintained within primary occupations throughout the FYDP. A further explanation will be discussed when describing the PMAS model.

### C. THE MANNING PROCESS

An overview of the Navy's manpower manning process is

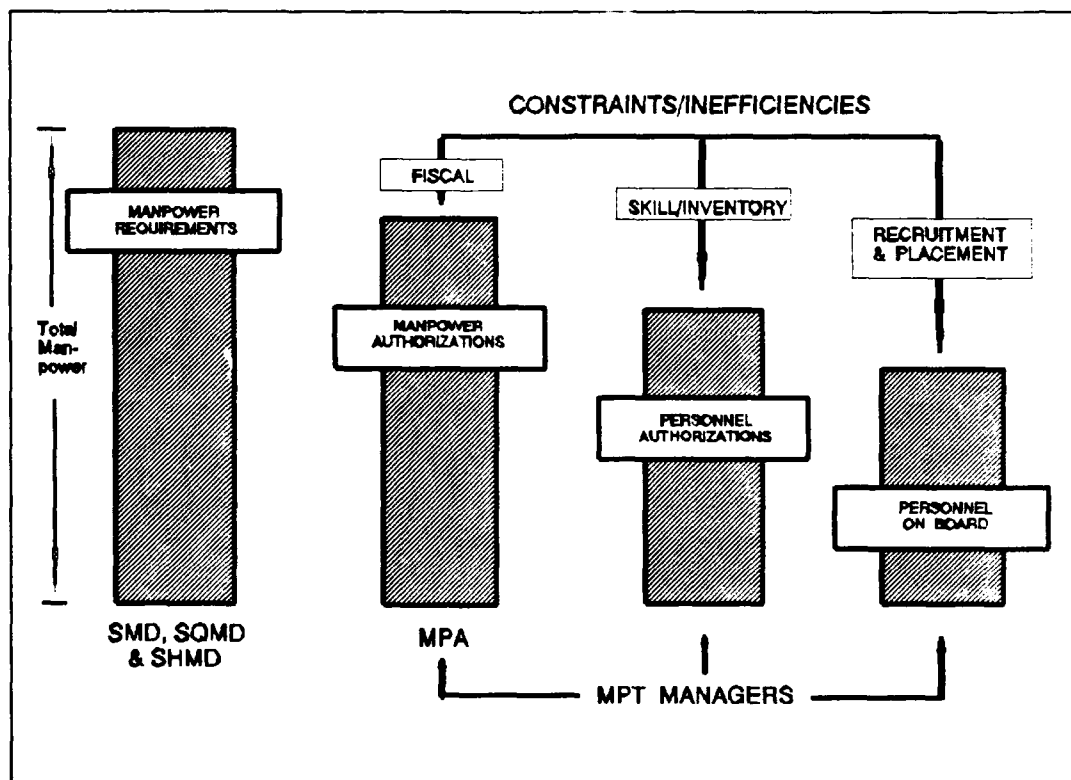


Figure 1 The Navy Manpower Process.

presented in Figure (1). The manpower process starts when the DOD and DON assess current and future threats and develop military strategies and policies to meet these treats. The

ROC/POEs are established to define the threat scenario and support the strategies and policies. SMDs, SQMDs and SHMDs are developed based on the ROC/POEs, and they represent the total Navy manpower required to man each class of ship and aircraft and each shore activity.

During the programming phase of the PPBS cycle, the Navy programs military end strength at an achievable level that best meets the documented manpower requirements. At the conclusion of the budgeting phase of PPBS, and after extensive reviews at the NAVCOMPT, OSD, and Congressional levels, Congress approves a final Navy end strength in the Defense Authorizations Act. As can be seen in Figure (1), manpower requirements exceed the authorized end strength due to budgetary constraints and inefficiencies.

Comparing the number and quality of officer and enlisted personnel allocated to each activity category to the billets authorized, the Manning Control Authorities (MCA) determine the actual manning of each activity. Based on projected authorizations, CNO establishes planned fill levels (or manning percentages goals) for each activity category. Manpower claimants must identify compensating billets, or billets that will not be filled, as required, to remain within CNO's prescribed manning percentage goals. Hence, the personnel authorization figure, which is based on CNO's Navy Manning Plan (NMP), is less than the total manpower authorized by Congress.

The final step of the manning process is the "personnel on board." Ideally, "personnel on board" should match personnel authorizations. However, due to recruitment and placement inefficiencies and extensive training pipelines (plus training inefficiencies such as student failures or roll-backs), personnel on board is always less than personnel authorizations.

The Navy Manning Process is a continuum in which MPT Managers strive to refine the process in order to provide the Fleet with the best qualified personnel where and when they are needed.

#### **D. DEPARTMENT OF THE NAVY AGENCIES**

Supporting agencies have been established by the Navy to determine manpower requirements. Those agencies include the Navy Manpower Analysis Center (NAVMAC), the Naval Sea Systems Command (NAVSEASYS COM), and the Naval Air Systems Command (NAVAIRSYS COM).

NAVMAC operates under the control of OP-01, specifically PERS-51, and provides essential support in the following areas:

- Development and documentation of total wartime manpower requirements for all fleet and shore activities of the Navy;
- Review of PSMDs and PSQMDs prior to approval to validate requirements and ensure that the latest standards and

procedures were used, and analyze the impact of integrating new systems and equipment into a specific class of ship or aircraft.

- Review of current SMDs and SQMDs once every three years to ensure that present manning requirements adequately support the ROC/POE, and make recommendations if discrepancies exist.

- Provide support in executing the shore manpower requirements programs (ERs) by providing technical consulting services to shore activities in all facets of manpower management.

- Provide technical assistance to resource sponsors, program sponsors, and manpower claimants in defining and analyzing manpower requirements in support of the PPBS.

- Provide manpower training courses and technical advice on all manpower policies.

- Assist PERS-5 in the validation of ER MEOs and ER-based staffing standards for consistency with manpower policies and for support of the PPBS<sup>10</sup>.

In layman's terms, NAVMAC is the manpower requirements expert that provides OP-01 with technical assistance in all manpower issues, and predicts the effects of changing manpower policies and procedures.

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<sup>10</sup> OPNAVINST 1000.16G, pg. 2-16,29.

NAVSEASYSKOM's and NAVAIRSYSKOM's manpower support is primarily provided in new ship/aircraft construction, conversions and modernization programs. These organizations play an essential role in the development of NTPs, PSMDs and PSQMDs, ensuring that programmed manpower requirements are sufficient to accomplish the designated missions of the new platform.

### III. AN OVERVIEW OF THE TOTAL FORCE PROGRAMMING AND MANPOWER DIVISION, OP-12/PERS-5

Under the reorganization of the Bureau of Naval Personnel (BUPERS), that took place in 1990, the Total Force Programming and Manpower Division took on a dual role. As OP-12, the division head is given the title of Director for Total Force Programming and Manpower and is the resource sponsor for OP-01. As PERS-5, the position bears the title of Assistant Chief of Naval Personnel for Total Force Programming and

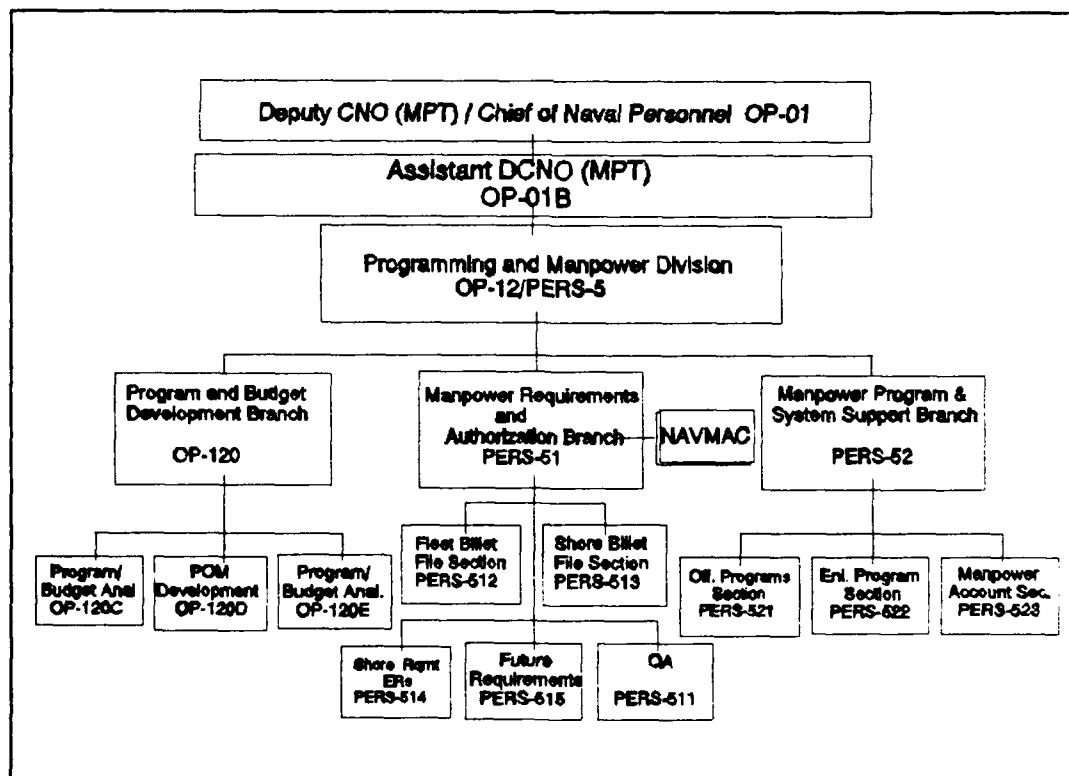


Figure 2 The Organizational Chart of OP-12/PERS-5.

Manpower and is responsible to the Chief of Naval Personnel for validating manpower requirements, maintaining the billet file and managing total Navy end strength. These functions are performed in OP-12/PERS-5's branch offices. Each branch under OP-12/PERS-5 has clearly defined responsibilities that will be identified and outlined below. Examples of duties and actions will be used to assist the reader in understanding the functions of each branch. Figure 2 represents the organizational chart of PERS-5.

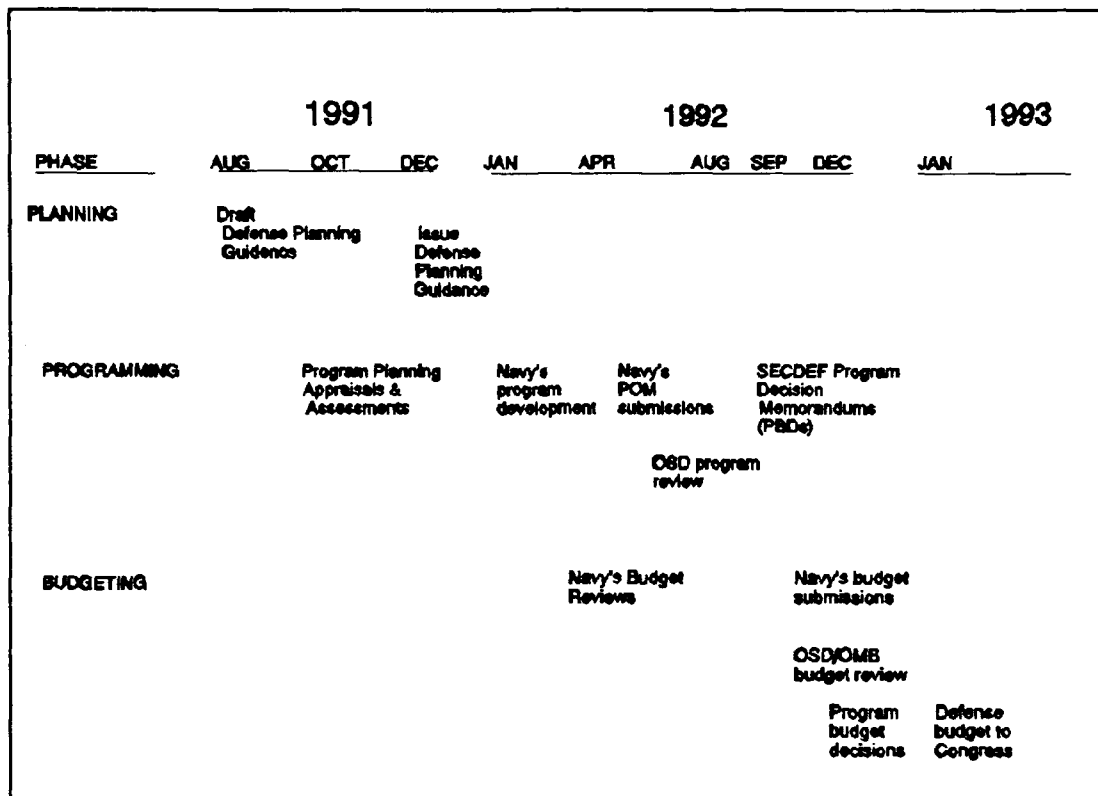
To fully understand OP-12/PERS-5's role within OP-01, the reader should understand the Planning, Programming, and Budgeting System (PPBS) and the Navy's Program Objectives Memorandum (POM) process within the programming phase of the PPBS. A brief overview of both processes will be given.

#### **A. PLANNING, PROGRAMMING AND BUDGETING SYSTEM OVERVIEW**

The Planning, Programming and Budgeting System is the process by which the Department of Defense's programs, forces, and budget are formulated and justified. The result of this planning and programming is the DOD's Future Year Defense Plan (FYDP). The first year of the FYDP becomes the basis for the President's annual budget request to Congress. The information on the PPBS process was taken from the Center of Naval Analysis' Information Manual "82 Building the Navy Program Objectives Memorandum: The Navy's Programming Process, by Robert W. Downey et al., June 1990.

In practice, DOD's PPBS process operates year-round; each of the three major functions of the system (planning, programming, and budgeting) operates on a near-continuous basis, although not simultaneously in the same fiscal year. For example, in the summer of each year, planners are in the early stages of developing objectives, strategies, and forces that will be the basis for detailed guidance late that year or early in the next. Programmers respond to the review of their POMS submitted in the late spring (which become the programmatic underpinning of the President's budget submitted to Congress in the following January). They are also getting ready for programming activity that will begin in the fall, but will not be transformed into a defense budget until the second January hence. Budgeteers in that given summer are explaining and defending the defense budget sent to Congress the previous January, are overseeing execution of the budget appropriated by Congress the previous fall, and are getting ready to transform into a budget the results of the current year's program review.

In order to clarify the system, the functions of the PPBS are sub-divided and the remainder of the discussion refers to the Navy's role within the PPBS. Figure 3 outlines the sequence of the planning, programming, and budgeting phases of PPBS. The POM/budget cycle for 1994 is used for purposes of illustration.



**Figure 3** The PPBS time line for the POM-94 Cycle.

### 1. Planning

The PPBS process begins with a review of the state of U.S. national security and a consideration of broad strategies for dealing with the threats to national security. The process then develops the force structure and levels that will support the strategies adopted. Defense-wide policies are also developed with respect to manpower, logistics, acquisition, and other functional areas. These planning elements are brought together under the general direction of the Under Secretary of Defense for Policy and represent the views of all the senior defense staff offices, including the

various elements of the Office of the Secretary of Defense (OSD), the Joint Chiefs of Staff (JCS), the unified and specified commanders (the CINCs), and affected staff elements of the military services and the defense agencies. The broad elements of national security policy guidance are also derived in coordination with the National Security Council and the Office of Management and Budget (OMB). The planning guidance that arises from this process is reviewed by the Defense Planning and Resources Board (DPRB) to ensure that the guidance represents realistic and executable direction. Upon completion of that review, the Defense Planning Guidance (DPG) is signed out by the Secretary of Defense to the military departments and defense agencies, with instructions to prepare and submit their POMs consistent with the guidance. During this planning phase, the Navy's primary point of contact is the Secretary of the Navy's Office of Program Appraisal and the Deputy Chief of Naval Operations for Plans, Policies and Operations (OP-06).

## **2. Programming: The Navy's Program Objectives Memorandum (POM)**

Once the planning guidance is issued, the military services and defense agencies develop specific and detailed force components, modernization and support requirements, acquisition and personnel policies, and so on, to achieve a balanced set of programs to carry out the guidance. These

programmatic proposals are embodied in Program Objectives Memoranda (POMs) submitted for review and approval by the Secretary of Defense. The following sub-section provides an overview of the Navy's POM process.

The Navy Program Objectives Memorandum represent the Navy's response to the guidance set forth by the Secretary of Defense for the development of program proposals. The actual POM is a classified document, but covers areas such as ship construction, aircraft procurement, manpower, logistics, and medical. The process in which this document is developed consists of two major segments. The program planning phase, which occurs before the receipt of the final Defense Planning Guidance (DPG), and the program development phase, which begins with receipt of the definitive DPG and concludes with submission of the Navy POM to the Secretary of Defense.

Within OPNAV, the overall responsibility for the programming process rests with the Deputy Chief of Naval Operations for Navy Program Planning (OP-08). Within OP-08, the General Planning and Programming Division (OP-80) has central responsibility for the Navy POM. OP-80 exercises overall control of the POM process and has day-to-day responsibility for its style, content and balance. The responsibility for Navy resources and their allocation rests with the resource sponsors. The resource sponsors must develop and justify their individual program proposals that, when approved, will make up the entire Navy POM.

*a. Program Planning Phase*

The planning phase of the programming process is designed to provide underlying POM programmatic information and direction. This phase takes place from August to December the year prior to the issuance of the DPG. Most of the balance of the program planning phase involves a series of appraisals and assessments, ranging from a review of the basic Navy maritime strategy and warfare capabilities to the condition of the Navy shore supporting establishment. These appraisals and assessments cover the following areas of concern:

- Maritime Strategy
- Theater Nuclear Warfare
- Total Force
- Manpower, Personnel, and Training
- Research, Development, and Acquisition

A final input to this phase involves the submission and review of major issues of the organizations responsible for the day-to-day operations of the Naval components of unified and specified commands as well as Navy claimants. These inputs are used by resource sponsors when they present program proposals during the program development phase.

*b. Program Development Phase*

Upon receiving the DPG, the CNO, in concert with the Secretary of the Navy, provides policy and program

guidance for the Navy POM. This guidance allocates sub-amounts of the overall Navy fiscal guidance to each of the resource sponsors and directs the sponsors to prepare Sponsor Program Proposals (SPPs) that are consistent with this guidance. These proposals are subsequently subjected to critical reviews within the Navy and are then assembled into a tentative POM (called a T-POM). The T-POM is first presented to the CNO for his review and then to the Secretary of the Navy for his review and approval.

The SPPs are submitted by the individual resource sponsors for a revised FYDP and cover their areas of program responsibility within the specified resource constraints. The SPPs highlight major changes made by the sponsor to the existing FYDP and resource effects, including the sponsor's rationale for such changes. Sponsors identify issues of compliance with Navy and DPG and discuss the disposition of major issues raised in the various appraisals and assessments, including the component commander and claimant inputs.

After a series of reviews and adjustments, the final product will be the Navy POM and will be submitted to the Secretary of Defense for review and approval. The Secretary of Defense's Defense Planning and Resources Board (DPRB) will review the Navy's POM and make recommendations to the Secretary. Based on these recommendations the Secretary of Defense makes his final decisions and issues Program Decisions Memoranda (PDM) as a definitive specification of his

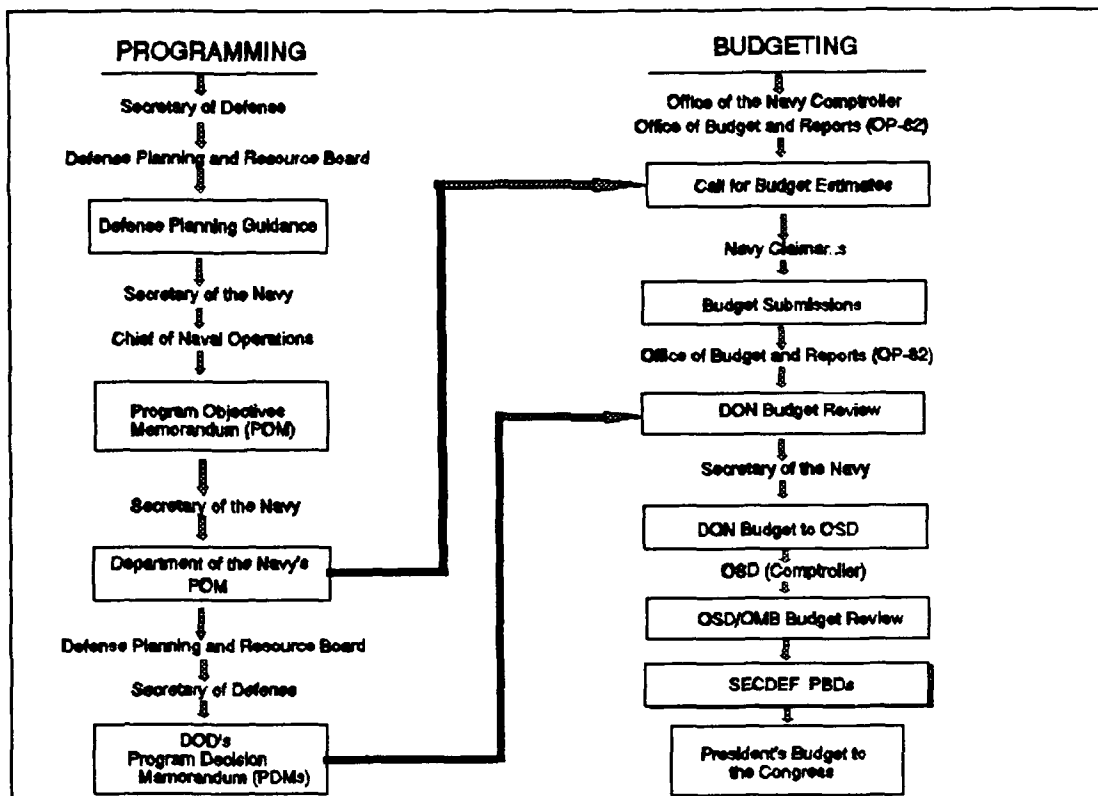
approved defense program. These PDM are essential in preparing the DOD budget request to Congress.

### **3. Budgeting**

The budgeting phase of PPBS involves translating the approved programs and policies as they emerge from the programming phase into a budget request that provides the fiscal resources needed to carry out the approved programs and policies. Formulation of the defense budget, as with the POMs, begins with the military services and defense agencies that must justify the funds to be appropriated by Congress and that must subsequently manage the programs supported by those funds.

Within the Navy, OP-08's Director of the Fiscal Management Division (OP-82) is responsible to the CNO during the budgetary phase. OP-82 provides assistance to the CNO, ensuring that the Navy's programmatic priorities are considered in developing DON financial management systems. Also, OP-82 provides information and advice on the formulation, review, justification, and execution of the DON budget, and ensures compliance with DON financial policy and procedures. Upon completion of the Navy's internal budget review (NAVCOMPT review), the Navy will submit their budget to OSD.

The OSD budget review is conducted jointly with the Office of Management and Budget (OMB) and the results of this



**Figure 4** The Navy's programming and budgeting phases of the PPBS.

review produce Program Budget Decisions (PBDs). These PBDs are assembled into the DOD portion of the President's annual budget request to Congress. Figure 4 represents a flow chart of the Navy's programming and budgetary phases of the PPBS.

#### **B. PROGRAM AND BUDGET DEVELOPMENT BRANCH, OP-120**

Under the reorganization of BUPERS, the Program and Budget Development Branch maintained its original OPNAV code of OP-120. OP-120's areas of responsibility can be delineated into two major functions:

- To represent the Deputy Chief of Naval Operations for Manpower, Personnel and Training (OP-01) in his role as MPN appropriations sponsor.

- To represent OP-01 in his role as resource sponsor for resources assign to OP-01.

OP-120's functions are overlapping and require OP-120 personnel to be actively involved throughout the PPBS process.

As the MPN appropriation sponsor, OP-120 provides oversight in the development, monitoring and execution of the MPN appropriation in support of approved DON programs. This role requires OP-120 personnel to attend budget hearings and prepare reclusas to PBDs that involve end strength issues. A reclama is a report to review boards that justifies programs or manpower that are under review for cutbacks. During the budget cycle, OP-120 presents and justifies programs within the MPN appropriation to all echelons up the chain of command, including Congress. OP-120 is in continuous contact with program and resource sponsors discussing program priorities, and the size, status and execution of the MPN appropriation; it also issues a fiscal controls document for the FYDP. Within OP-01, OP-120 coordinates program priorities for the POM that are explicit and consistent with POM guidance and provides various funding options. Also, OP-120 coordinates responses to specific program queries in the form of NAVCOMPT Budget Review Reclusas, PBD appeals, and Congressional appeals. Questions that arise over the MPN appropriation that

affect end strength are coordinated by the MPN Financial Management Division, PERS-7.

As OP-01's resource sponsor, OP-120 is tasked to program funding for all MPT programs under the jurisdiction of OP-01. OP-120 coordinates claimant and program sponsor inputs as they prepare, present, and defend OP-01's SPPs. Some of the programs that OP-120 coordinates are recruiting and "Quality of Life" programs such as; child care, family housing, bachelor quarters and Morale, Welfare and Recreation. Op-120 also monitors and tracks OP-01's Individuals Account (I/A), which depicts the part of the Navy end strength that is students or transients, patients, prisoners, and holdees (TPPH). OP-01 is responsible for all Navy end strength that is considered transient, patient, prisoner, or holdee, and about one half of student end strength.

OP-120's ever changing functions require OP-120 personnel to coordinate OP-01 stated priorities between program sponsors and claimants; to respond to MPN inquiries throughout the PPBS process; and to monitor OP-01's performance in executing the MPN account in the current fiscal year. OP-120's greatest challenge arises when these functions all occur at the same time.

#### **C. MANPOWER REQUIREMENTS AND AUTHORIZATION BRANCH, PERS-51**

The mission of the Manpower Requirements and Authorization Branch, PERS-51, is to determine and validate the Navy's total

manpower requirements; oversee and coordinate the operations of NAVMAC; and maintain the total force manpower authorizations billet file. The mission of PERS-51 is better explained by dividing their duties into the following areas of responsibility:

- Manpower requirements.
- Manpower authorizations.
- Promulgation of the Manpower Authorizations (MPA) Documents
- Shore activities Efficiency Review (ER)
- Promulgating manpower policies and procedures through OPNAVINST 1000.16.

PERS-51's manpower requirements responsibilities include the maintenance and validation of the Ship, Squadron and Shore Manning Documents (SHMDs are now replaced by the Efficiency Review process and are referred to as ER(MEO)s). The Navy's policies for manpower requirements are promulgated through directives from the CNO and OP-01, and procedures are developed at PERS-51 to carry out these directives. PERS-51 accomplishes this by directing the efforts of NAVMAC, which is charged with reviewing the manpower documents and making recommendations to PERS-51 if any manpower discrepancies exist. To give an example of this, suppose that a ship or squadron's mission changes or a mission is added. This occurs when an activity's ROC/POE is changed by the overseeing resource sponsor. At that point, either the resource sponsor,

the claimant or even the affected ship or squadron makes a request to PERS-51, through their respective chain of command, to review the affected SMD or SQMD and implement the changes in manpower that are requested. PERS-51 then tasks NAVMAC to validate the request. NAVMAC's actions upon such a request are normally to conduct an on-site study to determine if a manpower change is necessary. When the manpower change request is validated by NAVMAC, NAVMAC submits a Manpower Change Request to PERS-51 for approval and implementation, using MANCLASS<sup>11</sup>. Upon approval, PERS-51 takes this request and notifies the appropriate resource sponsor for billet funding. The resource sponsor can authorize funding in one of three ways: provide funding from the MPN account (active duty); fund the billet from the RPN account (SELRES); or fund through FAC-A. FAC-A means the billet will be filled with active duty manpower during mobilization. After this review, PERS-51 enters this new billet authorization into the NMDAS data base. Most manpower requirement changes are made during annual SMD/SQMD reviews. NAVMAC is responsible for carrying out these reviews and reporting their findings to PERS-51. Any changes in manpower requirements are submitted as previously stated above. Changes in manpower requirements

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<sup>11</sup> MANCLASS is the Manpower Claimant Access Support System which allows claimants, resource sponsors, PERS-5 staff, and NAVMAC access to manpower ADP systems to submit manpower change requests, review and update POM manpower inputs, and send and receive messages from other MANCLASS users.

occur often and are driven by changes in manpower authorizations.

PERS-51's second major responsibility is to manage and account for manpower authorizations by using the policies and procedures outlined in OPNAV 1000.16G. This responsibility requires PERS-51 to track manpower authorizations through the FYDP and approve changes in manpower authorizations.

Tracking manpower authorizations through the FYDP requires PERS-51 to act as a manpower accountant, because PERS-51's staff are tracking total Navy manpower through the PPBS and POM cycles and are making the appropriate changes to NMDAS. Other changes to manpower authorizations can occur during the current fiscal year. These changes are similar to manpower requirements change requests, in that manpower authorization change requests can be submitted by a resource sponsor, a claimant or a ship/squadron (activity) through MANCLASS. PERS-51's responsibility is to ensure that the requested billet is in its respective manpower document. If the request satisfies that criteria, then along with the request and in compliance with current Navy policy, the billet must be compensated by the activity submitting the request. This compensation policy requires the activity to give up a billet in order to get one. If the activity does not provide compensation, the compensated billet must come from a claimant or resource sponsor who has jurisdiction over the activity. Otherwise, PERS-51 is directed to comply with current policy

and deny the request. Change requests are managed at PERS-51 on a daily basis, and once approved, they are incorporated into NMDAS.

PERS-51 is also responsible for the promulgation of Manpower Authorization (MPA) (OPNAV Form 1000/2) Documents for all individual Naval activities. These documents express manpower authorizations, in terms of quality and quantity, that are authorized by the CNO for a specific Naval activity. The document provides an activity with its official organizational structure and billet authorizations. It also provides current and FYDP manning authorizations as well as mobilization requirements.

Another PERS-51 responsibility is as approval authority for the recently developed Shore Efficiency Review (ER) Program. All Naval shore activities, through their respective claimants (in most cases, claimants have established ER teams to conduct reviews), are tasked to conduct their own ER and submit the results to PERS-51 via NAVMAC. NAVMAC does a quality assurance (QA) analysis on all ERs to ensure the correct staffing standards were used. Claimants approve each activity's ER(MEO) and PERS-51 will then validate the ER(MEO) and provide the final approval authority. If any manpower changes are required, the affected shore activity submits the appropriate manpower change request to PERS-51 through MANCLASS.

Maintaining and tracking billet requirement and authorization files is an essential job within PERS-5 that requires attention to small details. PERS-51's efficient management of these billet files provides resource sponsors with the means to effectively plan for the future manpower needs of the Navy.

**D. MANPOWER PROGRAMS AND SYSTEM SUPPORT BRANCH, PERS-52**

The Manpower Programs and System Support Branch, PERS-52, is responsible for managing Navy end strength and monitoring Navy-wide officer/enlisted billet quality; promulgating the Officer/ Enlisted Programmed Authorization Documents (OPA/EPA); and managing and monitoring sea/shore rotation and officer restructuring programs. To distribute these responsibilities, PERS-52 has divided the branch into three sections: the Manpower Accounting Section, the Officer Programs Section, and the Enlisted Programs Section. Each section's duties and responsibilities will be described along with PERS-52's interface with PERS-2. The final aspect to be discussed is the current computer model that is used by PERS-52 to develop the OPA and EPA.

The function of the Manpower Accounting Section, PERS-523, is to monitor and maintain current and future manpower end strength numbers. End strength represents the total number of service members on active duty in the Navy on the last day of a given fiscal year. These end strength numbers are based on

authorized manpower and are maintained in the NMESS file. PERS-523 must reprogram manpower end strength when requests are made by resource sponsors. These requests are made by resource sponsors who move end strength between activities under their authority. PERS-523 also monitors end strength programming throughout the PPBS and POM cycles and publishes corresponding reports concerning end strength. These reports are usually in response to resource sponsors and Congress who want historical and programmed end strength manning levels for types of ships or squadrons that may face budget cuts. Another function of PERS-523 is to monitor the I/A and promulgate a monthly Navy-wide Individuals Account Report.

The Officer Programs Section, PERS-521, is responsible for developing and maintaining policy concerning officer billet quality with respect to overall officer billet structure. PERS-521 accomplishes this responsibility by producing the OPA. The OPA provides a quantitative summary of current programmed authorizations for officers by designator and rank, and reflects current and future year end strengths. This document is constructed by merging the billet file (quality) with NMESS end strength file (quantity). PERS-521 uses the computer based PMAS model, that will be discussed in the next chapter, to merge these files. The OPA document is used by PERS-2's officer community managers to assist in current and future year plans for recruiting, retention, promotions, training , and retirement. PERS-521 is also involved with

officer restructuring. Officer restructuring requires PERS-521 to make adjustments in officer ranks or designators. This will further be discussed in the discussion of PERS-52's computer based model.

The functions of the Enlisted Programs Section, PERS-522, are similar to PERS-521's, except of course, PERS-522 is concerned with enlisted manpower authorizations and billet quality. PERS-522 produces the enlisted counterpart to the OPA, the EPA. Another major responsibility within PERS-522 is the management of the enlisted sea/shore rotation. Sea/shore rotation today is a major morale issue in OP-01, and current policy is to give the average sailor 8 years of shore duty in the typical 20-year career. Finding the right mix between sea and shore duty has proven to have a direct effect on retention. Retention has historically been shown to decrease the more time that sailors spend at sea. PERS-522's management and tracking of sea/shore rotation allows the enlisted community managers in PERS-2 to effectively plan recruiting and retention of manpower.

#### **IV. THE PROGRAMMED MANPOWER AUTHORIZATIONS SYSTEM (PMAS) COMPUTER MODEL**

Producing the OPA and EPA documents is one of the most important duties of PERS-52. These documents provide the community managers in PERS-2 with the information necessary to program the future needs of the Navy in terms of retention, recruiting, training and promotions. The more accurate these documents are, the easier PERS-2's job is.

To assist PERS-52 in producing accurate documents, a computer based model is used. This model is the Programmed Manpower Authorization System (PMAS), developed by the Naval Personnel Research and Development Center (NPRDC). There are currently two versions of this model. One version is a mainframe computer version that aggregates data down to the UIC level and is currently being used to produce the actual OPA/EPA documents. The other version, which is still under development by NPRDC (and Automation Management Consultants Incorporated (AMCI)), is a PC-based model that aggregates end strength and billet file data at the resource sponsor level or the all-Navy level.

Both versions have advantages and disadvantages. The major advantage of the mainframe version is that it better represents how manpower decisions made by resource sponsors affect each sponsor's individual activities through the FYDP. This version allows resource sponsors to track an individual

UIC's end strength and gives sponsors the ability to monitor end strength changes. The major disadvantages of the main frame model are that it is very manpower intensive to run, and completing a single run may take weeks (making multiple scenarios for proposed force structure changes impossible). The advantage of the PC version is that most runs can be completed in a couple of hours, allowing multiple scenarios to be executed in a timely fashion. The PC version's disadvantage is that resource sponsors' manpower decisions will not be represented down to the activity level.

At this writing, the PC version seems to be the version of the future because of its flexibility and speed. Because the PC version of PMAS will be the most widely used by PERS-521 and PERS-522, the remainder of the discussion in this thesis concentrates on the PC model. The information gathered to describe this model was obtained through interviews with current model users and from AMCI's PMAS Design Plan document. The reader should understand that the model is still under development and design changes may occur after this writing.

The mainframe version of PMAS is utilized exclusively for the production of official EPA and OPA documents, "the Book." The intended use and goal of the PC version of PMAS is to allow quick turnaround in forecasting "what-if" drills. With this in mind, the PC version is being designed with a two-fold purpose. This two-fold purpose is accomplished by grouping intended users into two groups. One group of users will be

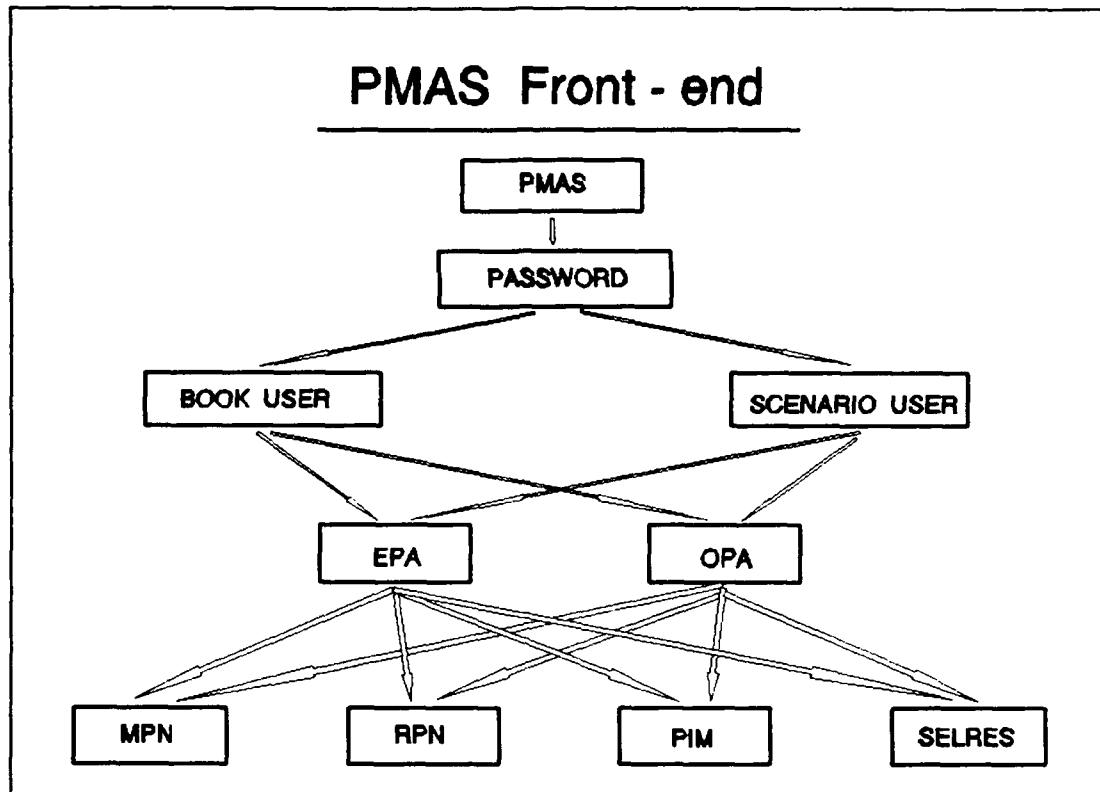
those individuals who intend to use the model in producing official EPA/OPA documents and are identified as "Book Users." The other group will be those individuals who will utilize PMAS for "what-if" drills and will be identified as "Scenario Users." Since there are two groups of users, the PMAS Model has been re-structured in such a manner that only those functions that are applicable to Book Users will be available to those users; likewise, those functions that are specific to "what-if" drills will be available to Scenario Users.

#### **A. PMAS FRONT-END**

The program within PMAS allows the user to compute either the active duty Navy OPA/EPA, the Naval Reserve (TAR) OPA/EPA, SELRES (OPA/EPA) or PIM (Pre-trained Individuals Manpower are individuals in the Individual Ready Reserve (IRR) or inactive Reserve). Figure 5 represents a user's flow chart when he or she executes PMAS. The user's password will indicate whether the user is either a Book or Scenario User. Once a user enters a valid password, the system will then prompt for the appropriate system (EPA or OPA) and corresponding segment of a budget appropriation (MPN, RPN (TAR), SELRES, or PIM (IRR)).

#### **B. BOOK USERS**

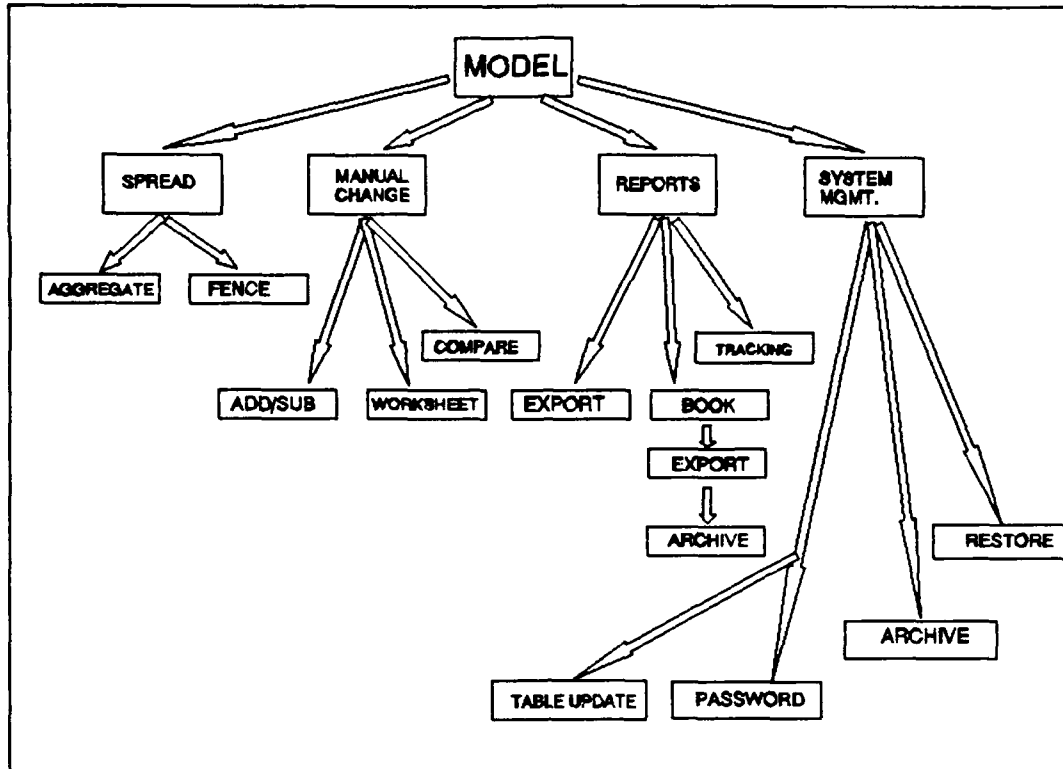
Figure 6 illustrates the functions that Book Users will have access to when executing the model. These functions are



**Figure 5.** The decision flow for a PMAS user.

called spread, manual change, reports, and system management.

The spread function allows the user to input current data. The user will be prompted to insert a diskette that contains current Billet and FYDP data files in ASCII form. These files will then be stored on the user's hard drive. The user options now are to either "aggregate" or "fence" the data. The "aggregate" option allows the user to spread the data at either the resource sponsor (RS) or the all-Navy (ALNAV) level. In the case of executing an EPA model, the user can also specify that the spread be performed at either the Rating or Enlisted Management Community (EMC) level. The "fence" option allows the user to maintain specific codes, such as



**Figure 6.** Book User's functions and options within PMAS model.

paygrade.

The manual change function allows the user to make adjustments to the output generated by the spread routine. The user has the option to "add/sub", which allows the user to either add or subtract values to specific codes; the "worksheet" option puts the output into worksheet form; the "compare" option allows the user to compare the output generated by the spread with the original input to the spread routine.

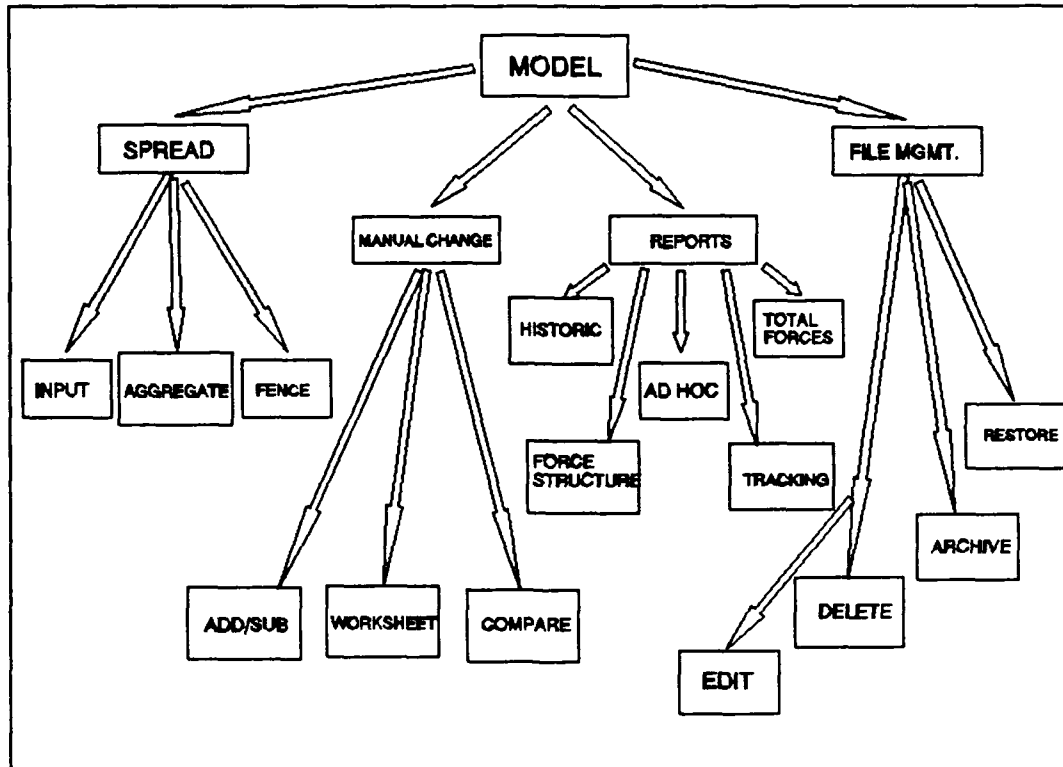
The reports function allows the user to produce various reports based on the output generated by the system. In these reports, the user (utilizing the "export" option) will

translate the data into ASCII form that could be used by other models and/or systems, such as ECMs in PERS-2. A "book" option will produce the official OPA or EPA. If this option is selected the user will be forced to perform the two following functions. The **export** function will translate the "Book" output into ASCII form for other models or systems. The **archive** function will archive all the data files except the one that pertains to the official "Book". The final option, "tracking", allows the user to track specific skill code or paygrade values in the input and output file.

The final function for Book Users, system management, allows the user to perform maintenance oriented operations to the system. The "table update" option is used to update the tables that are used in producing the Book, such as rating, EMC, or designator tables. A "password" option allows the user to update or change password access to the system. The "archive" and "restore" options allow the user to selectively archive or restore data files.

### C. SCENARIO USERS

Figure 7 illustrates the functions a Scenario User will have access to in the model. These functions are similar to the functions a Book User has, but differ in the following ways. In the spread function, the Scenario User has the "input" option which allows the user to input and analyze data from multiple data sets. The manual change function in the



**Figure 7.** Scenario User's functions and options within the PMAS model.

Scenario model is identical to the function in the Book model. The major differences between the Book User and Scenario User models occur in the reports, and file management functions.

The reports function allows the user to generate various reports with the following options. The "historical" option will produce reports that are based on an analysis of the I/A and Force Structure on a year-to-year basis. The "force structure" option is similar to the "historical" option. This option's report focuses on output in the FYDP and displays the ratios that are projected to exist in students, TPPH, I/A, and force structure. A "total force" option allows the user to produce a report showing the effects of a specific data set.

The "ad hoc" option allows the user to meet specific needs of end-users, such as EMCs who might want to collapse or combine manpower groups into one category. The "tracking" option gives the user the same option as in the Book User model.

The file management function is used to perform file maintenance operations to the system. This function allows the user to "edit" files and perform "what-if" drills by modifying values in the FYDP files. The user also has the option to "delete", "archive", and "restore" any of the data files in the system.

The PC version of PMAS will allow PERS-52 to be a more effective manpower manager, increasing PERS-52's ability to display the current and future year manpower authorization data when requested by resource sponsors, OSD, or Congress. This improved ability will save time, money and manpower, and will provide PERS-2 Community Managers with a better document to match the Navy's personnel inventory to manpower authorizations. PMAS's job of combining end strength and billets allows the manpower process to continue. These programmed billet authorizations can be used by PERS-2 to forecast recruiting, promotion and training requirements.

## **V. PERS-5'S ROLE DURING THE MANPOWER DRAWDOWN**

One way to understand OP-12/PERS-5 and the manpower process is by examining OP-12/PERS-5's role in implementing the current Congressionally mandated Navy force reduction and the actions PERS-5 will take if mandated reductions exceed programmed manpower reductions. This examination begins with looking at the present requirement to reduce the force, followed by the concerns of OP-01 in POM-94, and finally the actions of PERS-5 if mandated reductions exceed programmed reductions.

The changes in the political climate throughout the world in the last couple years have influenced the President and Congress to believe that the security of our nation can be maintained through a smaller military force. At this writing, the Navy's role in the force drawdown is to reduce manpower by approximately 70,000 active duty personnel to a force of 502,000 by the end of fiscal year 1997. Through the diligent work of the CNO, OPNAV manpower planners, policy-makers, and resource sponsors, provisions were made in POM-92 to begin reducing the force as the President and Congress directed. OP-01 was directed to develop policies and procedures necessary to accomplish these manpower reductions. OP-120, as OP-01's resource sponsor, coordinated the efforts of OP-01 staff, and manpower reduction policies were developed that

minimized the effects on readiness and morale. Some of the current manpower reductions policies are:

- Manpower reductions will correspond to ship, aviation squadron and shore activity reductions.
- No involuntary separations will be made.
- Accessions will be reduced to 63,000 per year. This will be the primary means to reduce the force.
- Selective reenlistments will concentrate on retaining the best sailors, especially in the hard to fill ratings.
- Current promotion opportunities will be maintained.
- The sea/shore rotation will be set at 3.5 to 3 ratio.
- Force ships and squadrons will be manned at 91.5% of manpower requirements.
- Minimum Selective Early Retirement (SER) will be introduced for some retirement eligible officers.

By following these policies, programmed manpower reductions appear to be manageable. In OP-01's POM-94 proposal, OP-01 recommends that the Navy maintain the current guide slope for the manpower reduction to 502,000 by the end of fiscal year 1997. A concern of OP-01 is that by continuing to man ships and squadrons to 91.5%, shore readiness will be reduced. It is thought, however, that the readiness effects can be minimized by consolidations and realignment of shore manpower.

Reducing Navy manpower can be a very difficult task, but by anticipating the current force reduction, in spite of the Middle East War, and taking action early, OP-01's staff has been able to make this transition manageable. However, the time to plan and program manpower reductions is not always there. What happens when OP-12/PERS-5 has planned and programmed the Navy's end strength throughout the FYDP and then receives a phone call from OP-01 saying, "Congress has just cut 5,000 from our end strength!"

Such a call puts OP-12/PERS-5 into action. The first action will be taken by PERS-52, who programs this unplanned manpower reduction, or "wedge," into the PMAS model and calculates a fair share manpower reduction for each resource sponsor. Resource sponsors will then determine where, within their own area of responsibility, these manpower cuts will be made. As OP-01's resource sponsor, OP-120 will inform their claimants of OP-01's manpower cuts, and solicit from the claimants inputs for such cuts. The claimants will then identify where the manpower cuts will be made, specifying the billet at the activity level. When these manpower cuts are received and approved in OP-120, PERS-51 makes appropriate changes in the billet file. Other resource sponsors follow the same procedure and submit their inputs to PERS-51. Although this procedure for unplanned manpower reductions sounds simple, resource sponsors, claimants and activities find this to be a difficult process because these manpower

cuts are not normally linked to force structure cuts. The end result is that Navy activities will still be required to accomplish their missions, but now with less manpower.

## **VI. SUMMARY AND CONCLUSIONS**

### **A. SUMMARY**

In understanding the work of the Total Force Programming and Manpower Division, one must comprehend several manpower processes. This thesis provided an overview of these manpower processes.

In Chapter II, manpower requirements determinations and programmed manpower authorizations were discussed. Manpower requirements determinations establishes the total manpower required to support the Navy's defined missions as stated in Naval Activities' ROC/POEs. Programmed manpower authorizations represent the total Navy end strength that is funded during the current fiscal year and throughout the FYDP.

Chapter III provided an overview of the OP-12/PERS-5 organization, along with its functions and responsibilities within the manpower process. The thesis showed how OP-12/PERS-5 fulfills the role of a resource sponsor, while determining manpower requirements and accounting for and maintaining Navy's end strength and billet files.

Chapter IV was devoted to the PMAS computer model. The PC version of PMAS will provide PERS-52 with a fast and flexible tool to merge FYDP files and billet files. This model also

will provide timely reports to resource sponsors, community managers and others who are programming future manpower authorizations.

Chapter V turned toward the role of OP-12/PERS-5 in the current manpower reduction within the Navy. Manpower policies that are currently underway to make this transition to a smaller Navy a less painful process were discussed. Also covered was OP-12/PERS-5's role in facilitating unplanned manpower reductions within OP-01 and throughout the Navy.

## **B. CONCLUSIONS**

Although this thesis provides an informative look at OP-12/PERS-5 and its role in the manpower process, the best way to understand this organization and its many functions is by obtaining "hands-on" experience. The short time this author spent among OP-12/PERS-5 personnel, whether in person or on the phone, allowed the author to only provide a broad overview of this multi-faceted organization. Further research is needed in a number of different areas.

First, a more thorough analysis of the functions of each branch within OP-12/PERS-5 is needed. Second, the development and application of the PMAS computer model could be analyzed more fully.

Another area of further research is in the Individuals Account. At present, in the I/A, each resource sponsor is allocated a percentage of the I/A and must provide end

strength to support this percentage. The problem lies in the fact that there is no way of determining if resource sponsors are funding a "fair-share" percentage. Research is needed to identify a method of tracking the I/A and linking Individuals to resource sponsors.

Another area of future research involves Shore manning. There is a need to develop a method of determining shore reductions in concert with ship and squadron reductions. For example, if the Navy decommissions six ships at a typical Naval Station, the manpower associated with this action is either re-programmed or cut. However at present, there is no method of determining how much manpower at the Naval Station should be cut (the Naval Station is there to support the ships). Any research that could provide guidance on this question is greatly needed.

The future mission and size of the Navy is uncertain. Manning the Fleet with the right end strength and quality is essential no matter what mission or size is determined. Manpower managers, like those in OP-12/PERS-5, are an essential ingredient in programming the Navy's most important asset - its people.



## APPENDIX B RESOURCE SPONSORS

MANPOWER . . . . .	OP-01
UNDERSEA WARFARE . . . . .	OP-02
SURFACE WARFARE . . . . .	OP-03
LOGISTICS . . . . .	OP-04
AIR WARFARE . . . . .	OP-05
NAVAL WARFARE . . . . .	OP-07
ASSISTANT CNO . . . . .	OP-09B
NAVAL INTELLIGENCE . . . . .	OP-092
NAVAL MEDICINE/SURGEON GENERAL . . . . .	OP-093
SPACE COMMAND AND CONTROL . . . . .	OP-094
OCEANOGRAPHER . . . . .	OP-096
RESEARCH & DEVELOPMENT, TEST AND EVALUATION . . . . .	OP-098
DIRECTOR, FINANCIAL MANAGEMENT . . . . .	OP-082

## APPENDIX C MANPOWER CLAIMANTS

Central Operating Activity (COA), NMPC-73

Chief of Naval Operations (OP-09BF)

Undersecretary of the Navy, Assistant for Administration  
(AAUSN)

Chief of Naval Research

Commander, Naval Intelligence Command

Chief of Bureau of Medicine

Commander, Naval Air Systems Command

Chief of Naval Personnel

Commander, Naval Supply Systems Command

Commander, Naval Sea Systems Command

Commander, Naval Facilities Engineering Command

Commandant of the Marine Corps

Secretary of Defense/Chairman, Joint Chiefs of Staff

Director, Strategic Systems Program

Commander, Military Sealift Command

Strategic Defense Initiative Organization (SDIO)

Defense Advanced Research Project Agency (DARPA)

Commander, Space and Naval Warfare Systems Command

On Site Inspection Agency (OSIA)

Director, Defense Nuclear Agency

Director, Defense Communications Agency

Director, Defense Intelligence Agency

Director, National Security Agency  
Director, Defense Support Project Office (DSPO)  
Defense Inspector General  
Director, Defense Mapping Agency  
Director, Defense Logistics Agency  
Commander in Chief, U. S. Atlantic Fleet  
Commander in Chief, U. S. Naval Forces, Europe  
Chief of Naval Education and Training  
Commander, Naval Computer and Telecommunications Command  
Commander, Naval Oceanography Command  
Commander, Naval Security Group Command  
Commander in Chief, U. S. Pacific Fleet  
Commander, Naval Reserve Force  
Commander, Naval Special Warfare Command

OPNAVINST 1000.16G

OPNAVINST 1000.16G

## APPENDIX D

GLOSSARY OF TERMS

ACCOMPANIED OVERSEAS TOUR: A tour of duty outside the continental United States during which dependents are authorized to and may accompany their sponsor.

ACQUISITION REVIEW COMMITTEE (ARC): The ARC is a sub-panel of the CEB. The ARC exercises the program monitoring responsibility for Navy Program Planning (chair); Director, R&D Requirements, Test and Evaluation; Deputy Chief of Naval Operations (Logistics); cognizant resource and mission sponsor(s) and CMC representatives where appropriate.

ACTIVATE:

a. To put into existence by official order a unit, station, base, or shore activity which has previously been constituted and designated by name or number or both, so that it can be organized to function in its assigned capacity.

b. To place in active service a naval ship, craft, or organization which has been in an inactive or reserve status.

ACTIVE DUTY (ACDU): Full-time duty in the military service of the United States (other than active duty for training purpose).

ACTIVE DUTY FOR TRAINING (ACDUTRA): Full-time duty of inactive duty reserve personnel for training purposes in the military service of the United States, usually for a limited number of days or months.

ACTIVE DUTY STRENGTH: The total number of commissioned officers, warrant officers, midshipmen, officer candidates and/or aviation officer candidates, and enlisted personnel serving on active duty.

ACTIVITY (ACTY): A unit, organization, or installation of distinct identity performing a specific function or mission and established under a commanding officer, officer in charge, etc.; e.g., naval air station, naval shipyard, naval station, a specific air squadron, ship, etc. (See also SHORE (FIELD) ACTIVITY AND INSTALLATION.)

ACTIVITY CODE: A 10-digit number identifying each activity in the Manpower, Personnel and Training Information System (MAPTIS). The first four (high order) digits identify type of activity; the next four identify the number of all numbered activities, such as the hull number of ships and the squadron number for aviation squadrons; for shore activities, an arbi-

OPNAVINST 1000.16G

trary numerical identifier. 00 in the last two digits denotes the "parent" activity; 01 through 99 in the last two digits denote a component thereof. (See also UNIT IDENTIFICATION CODE (UIC).)

**ADDITIONAL DUTY (ADDU):** Duty in an authorized additional duty billet (not funded) to which an individual is assigned, and which is in addition to the primary duty. The duty may or may not be at the permanent duty station. Such additional duty should normally require less than 50 percent of the incumbent's time.

**ADDITIONAL QUALIFICATION DESIGNATION (AOD):** A code identifying the occupational qualifications of an officer and the occupational qualifications required by a billet, which are not included in other classification subsystems.

**ADMINISTRATION (ADMIN):** The management and execution of all military matters not included in tactics and strategy, primarily in the fields of logistics and personnel management.

**ADMINISTRATIVE CHAIN OF COMMAND:** The normal chain of command as determined by the administrative organization.

**ADMINISTRATIVE CONTROL:** Direction or exercise of authority over subordinate or other organizations with respect to administrative matters, such as personnel management, supply, services and other matters not included in the operational missions of the subordinate or other organizations.

**APPEAL:** A rebuttal to a proposed congressional budget adjustment.

**APPROPRIATION:** An appropriation is an annual authorization by an Act of Congress to incur obligations for specified purposes and to make payments out of the Treasury. Appropriations are subdivided into budget activities, subheads, programs, projects, etc.

**APPROPRIATION SPONSOR:** OPNAV Principal Officials (OPOs) are charged with supervisory control over an appropriation. The DCNO, ACNO, or DMSO is the primary Navy spokesman on matters relating to resource requirements.

**AUTHORIZATION:** An approval granted by competent authority.

**AUTHORIZED BILLETS:** A billet for which funding has been provided for the military manpower space and for which the quality has been authorized by CNO as a requirement to perform the billet functions. (Authorized billets are depicted in the Billets Authorized column of the Manpower Authorization (OPNAV 1000/2); it should be noted that a sufficient number of

OPNAVINST 1000.16G

personnel in the upper grades may not be authorized or funded by higher authority to fulfill all billet quality requirements.)

**AUTHORIZED STRENGTH:** The number of members authorized to be in any of the Armed Forces in a component, a branch, a grade, or in any other category of the Armed Forces on 30 September.

**BASELINE ASSESSMENT MEMORANDUM (BAM):** An assessment which considers the total cost of resources required to achieve or maintain a stated level of capability. It represents the absolute funding required to reach the level of capability identified for a particular topic/sub-topic.

**BILLET:** A specific military manpower space which is assigned qualifiers that define the duties, tasks and functions to be performed and the specific skills and skill level required to perform the delineated functions. (Note: billet connotes military requirement; position connotes civilian requirement.)

**BILLET ANALYSIS:** The critical examination and the interpretation of tasks, functions, and responsibilities of a military billet to determine its staffing and performance requirements.

**BILLETS AUTHORIZED (BA):** A funded military manpower space which has been authorized by CNO. (Authorized billets are depicted in the Billets Authorized (BA) column 32 of OPNAV 1000/2). (See Positions Authorized)

**BILLET FILE:** Manpower data base containing all quantitative and qualitative information on all billets including those required during mobilization months (M+1, M+2, M+3, M+6, M+12), and Selected Reserve (SELRES) requirements.

**BILLET SEQUENCE CODE (BSC)/POSITION SEQUENCE CODE (PSC):** A 5-digit number assigned to organizationally structure billets/positions, titles and notes within an individual activity's Manpower Authorization (OPNAV 1000/2); used as an automatic data processing (ADP) control to sequence the entry on the Manpower Authorization and to administratively identify the specific billet/position, organizational element or note.

**BILLET/POSITION TITLE:** A descriptive title which indicates the primary function of a specific billet/position. Organizational titles and billet/position titles conform to the organization structure approved by the cognizant command, bureau or office. (See also BILLET and POSITION.

#### **BUDGET YEAR:**

- a. The current fiscal year plus 1 year.
- b. The fiscal year which is the subject of new budget estimates.

OPNAVINST 1000.16G

**BUDGETING:** A plan for accomplishing an organization's program objectives thru planning, decision making and management control for a specified period of time.

**CAPABILITY:** The ability to execute a specified course of action.

**CEILING:** A numerical limitation imposed by the Congress, the Office of the Secretary of Defense (OSD), CNO, and/or the manpower claimant on, the number of military manpower spaces authorized to each service.

**CHAIN OF COMMAND:** The succession of offices from a superior to a subordinate through which command is exercised.

**CNO EXECUTIVE BOARD (CEB):** An advisory board which assists the CNO in fulfilling his responsibilities by advising the CNO on strategy, policy and programs, as well as assisting in analysis of decision alternatives. The CEB considers all major issues, force composition, organization, personnel policy and other important issues.

**CNO POLICY AND PLANNING GUIDANCE (CPPG):** A document which outlines and amplifies the strategy contained in the Defense Policy and Planning Guidance (DPPG) as it relates to Naval forces and threat assessment, estimates the effectiveness of programmed forces in carrying out their strategy, provides force planning guidance for the POM year, identifies CNO high-priority programs and incorporates the extended planning guidance.

**CNO PROGRAM AND FISCAL GUIDANCE (CPFG):** Interpretation and elaboration of the SECDEF Planning and Programming Guidance Memorandum (PPGM) with specific application to the Navy. It provides the final program and fiscal guidance to be used by Navy sponsors in developing their final program recommendations.

**COLLATERAL DUTY:** Duty to which an individual is assigned by the commanding officer and which is in addition to the primary duty. These duties are normally performed at the individual's permanent duty station. (See also ADDITIONAL DUTY and PRIMARY DUTY.)

# **COMBAT READINESS:**

a. Applied to organizations or equipment, means availability for combat operations.

b. Applied to personnel, means qualified to carry out combat operations in the unit to which they are assigned.

OPNAVINST 1000.16G

**COMPONENT:** A sub-unit of a parent activity established to permit separate accounting and management due to remote location, a different program element, or to support special personnel management. Identified by last two digits of the activity code and a separate UIC.

**CONTINUOUS SHIFT WATCH:** Continuous shift watches are those required on a 24-hour-per-day, 7-day-per-week basis, such as watches associated with communications, control tower and switchboard operations. Personnel standing continuous shift watches are not part of a duty section.

**COORDINATING AUTHORITY:** A commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more Services, or two or more forces of the same Service. He or she has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement. In the event of disagreement, he or she shall refer the matter to the appointing authority.

**CROSS SERVICING:** That service performed by one military service in support of another military service, or one naval activity in support of another naval activity, for which reimbursement is required from the Service or activity receiving support. (See INTERSERVICE SUPPORT.)

**DATA ELEMENT:** A basic unit of information having a unique meaning, which has sub-categories (Data Items) of distinct units of values; e.g., military personnel grade, sex, race, geographic location, and military unit. In manpower, each item on the Manpower Authorization (OPNAV 1000/2) is a distinct data element.

**DEACTIVATE:** To disestablish or inactivate an activity, organization, base, or unit. (See also DISESTABLISH and INACTIVATE.)

**DECISION COORDINATING PAPER (DCP):** A decision document, not more than ten pages in length, designed to provide the Deputy Secretary of Defense and DSARC principals with essential program information concerning the acquisition of new ships, aircraft, weapons systems, or the establishment of new programs. The DCP is updated as the system moves through the acquisition process. Manpower requirement associated with the proposed acquisitions are required to be identified in the concept development phase and refined as the system moves through the demonstration and validation phase, full-scale development phase, and finally into production and deployment.

OPNAVINST 1000.16G

**DECREMENT:** A term used in the programming process to describe reductions of resources (such as MPN or RPN) associated with specific programs. Decrements are most often used by sponsors to pay for other programs of higher priority, or to readjust priorities or to recognize fact of life situations.

**DEFENSE ACQUISITION EXECUTIVE (DAE):** The DAE is the principal advisor and staff assistant to the Secretary of Defense for the acquisition of defense systems and equipment. The DAE shall be designated by the Secretary of Defense and shall serve as the permanent chairman of the DSARC.

**DEFENSE GUIDANCE (DG):** The DG culminates the DOD planning process. The DG serves as an authoritative statement of the fundamental strategy, issues and rationale underlying the defense program. The DG consists of the following: (1) Threat assessment and opportunities; (2) Policy and strategy guidance; (3) Force planning guidance; (4) Resource planning guidance; (5) Fiscal guidance; and (6) Unresolved issues for further study.

**DEFENSE SYSTEM ACQUISITION REVIEW COUNCIL (DSARC):** An advisory body to the Secretary of Defense on major system acquisitions. The Council members are the OSD staff principals. The Council advises the Secretary of Defense on milestone decisions for major systems and such other acquisition issues as the Defense Acquisition Executive (DAE) determines to be necessary.

**DEPARTMENT OF NAVY (DON):** The Department of Navy, is composed of the Office of the Secretary of the Navy; the Officer of the Chief of Naval Operations; the Headquarters, Marine Corps; the entire operating forces, including naval aviation, of the Navy and of the Marine Corps, and the reserve components of those operating forces; all field activities, headquarters, forces, bases, installations, activities, and functions under the control or supervision of the Secretary of the Navy; the Coast Guard when it is operating as a Service in the Navy. (Public Law 99-433)

**DEPARTMENT OF THE NAVY POLICY AND PLANNING GUIDANCE (DNPPG):** The DNPPG provides guidance for DON activities participating in the DOD planning process and also provides guidance which is considered in the development of the DON POM.

**DEPARTMENT OF NAVY SIX-YEAR PROGRAM (DNSYP):** The Navy's official programming document. This publication consists of volumes or booklets and displays the Navy's portion of the Six-Year Defense Program (SYDP). SECDEF approved forces, manpower and financial data are given for each Navy Program Element for the current budget and program years. (See also SIX-YEAR DEFENSE PROGRAM (SYDP).)

OPNAVINST 1000.16G

**DEPRIVED RATING:** Those ratings and NECs in paygrades E-5 through E-9, in which the time between normal shore or preferred overseas shore duty assignments exceeds 3 years.

**DESIGNATOR:** A 4-digit number used to group both billets and individual officers by categories, for manpower and personnel accounting, for administrative purposes, and to identify the status of the officers within the categories.

**DESIGNATOR ADVISOR:** An OPNAV Principal Official, chief of a bureau or systems commander assigned by the CNO to represent the special interests and provide management advice for the respective specialty categories.

**DETACHMENT (DET):**

a. A part of an activity geographically separated from its main organization for duty elsewhere. (See COMPONENT.)

b. A temporary military or naval unit formed from other activities or components of activities.

**DEVELOPMENT PROPOSALS (DP):** The DP describes the technical approach to meet the stated needs of the Manpower Estimating Models/Operational Requirements (MEMS/OR). The technical approach presents the acquisition strategy and the plan of action to correct the deficiency. The pros and cons are identified, and they include an economic analysis. When appropriate, the DP will identify the technical approaches to be considered.

**DISESTABLISH:** To eliminate an activity from the Department of Navy. In this sense, the term is usually applied to shore (field) activities which are eliminated and thus cease to exist as separate activities. (See also DEACTIVATE and INACTIVATE.)

**DON PLANNING PROGRAMMING BUDGETING SYSTEM (PPBS):** Assist the CNO and SECNAV in making decision regarding the allocation of Navy resources. A formalized procedure by which strategy is developed in consideration of the threat. Force requirements are developed to support the strategy; programs are developed to provide over a period of time the ships, aircraft, weapons systems and manpower for the force requirements. Programs are reviewed for executability, estimates are refined and funds are budgeted to obtain the required forces and weapons systems. At the DON level the system produces inputs to the DOD planning process, the DON POM, DON budget estimates and DON input to the President's budget.

**DOWNGRADE:** To lower the paygrade assigned to a billet or position.

**DUTY STATUS WATCHSTANDERS:** Individuals who stand watches while in a duty status and whose presence is required.

OPNAVINST 1000.16G

**EDUCATION:** Instruction which provides the learner with general abilities and attitudes required to permit the individual to cope with tasks which may occur, but are not specific or well defined.

**EDUCATIONAL LEVEL:** Formal education attainment identified by a certificate, diploma, or degree.

**EFFICIENCY REVIEW (ER):** A process that implements effective and efficient operations with minimal resource consumption. The ER process reviews and assesses workload in terms of the activity's missions and duties; objectively reviews and determines the equipment, processes, and skills necessary for the activity to efficiently and effectively discharge those missions and duties; determines the number and defines the mix of military, civilian, and contractor manpower required; and implements a resulting plan to improve the activity's ability to accomplish its missions and duties.

**END STRENGTH:** The number of active-duty military and civilian personnel in the Navy on the last day of the accounting period. This number includes those Navy military personnel serving with the Marine Corps, and those for whom reimbursement is received from other agencies or foreign nations. It does not include Navy military personnel paid from Reserve Personnel, Navy (RPN) appropriation funds.

**ENLISTED DISTRIBUTION VERIFICATION REPORT (EDVR):** The EDVR is a monthly statement of the activity's personnel account, reflecting all individual assignments.

**ENLISTED PROGRAMMED AUTHORIZATIONS (EPA):** A recurring, published document summarizing enlisted billet authorizations contained in the Navy Manpower Data Accounting System (NMDAS). These documents reflect orders placed for personnel inventory for current and future fiscal years (budget and program years). Authorizations are summarized by rating and pay grade within rating for each fiscal year and controlled precisely to the approved end strength for each of the fiscal years.

**ENLISTED RATING/NEC PRIMARY ADVISOR:** Command or office having primary responsibility for the functional or mission area within which a rating/NEC is principally employed. When necessary this may be a shared responsibility with another primary advisor. The primary advisor is concerned with all aspects of the rating and associated NECs.

**ENLISTED RATING/NEC TECHNICAL ADVISOR:** Command or office having cognizance over the technical areas in which a rating/NEC is primarily involved. The technical advisor is concerned with manpower/weapon system relationships, development of occupational

OPNAVINST 1000.16G

standards and training requirements related to technical aspects of the rating or NEC.

**EXCESS MANNING:** Manning assigned in excess of billets authorized.

**EXECUTION:** Budget execution is that phase of the Budget cycle which encompasses all the actions required to accomplish effectively, efficiently, and economically the programs for which funds were requested and approved by competent authority.

**FACILITY:** A physical plant, such as real estate and improvements thereto, including buildings and equipment, which provides the means for performing a function; e.g., base, factory or installation. (See also ACTIVITY and INSTALLATION.)

**FORCE:** An aggregation of military personnel, weapon systems, and necessary support or combination of such elements.

**FORCE LEVELS:** The number of aircraft, ships, or other forces that are required to accomplish assigned tasks or missions--normally identified by specified aircraft model, ship type, Marine divisions, etc.

**FORCE SPONSOR:** The CNO/CMC official (normally at the DCNO or ACNO level within OPNAV) designated as responsible for the preparation, substantiation, and justification of a Navy position on the level, composition and related direct support for a force category.

**FORCE STRUCTURE:** The aggregation of units and personnel associated with the fleet and shore establishment required for sustained performance of the defense mission. Force structure does not include manpower associated with Transients, Patients, Prisoners and Holders (TPP&H), Students, Midshipman and Officer Candidates.

**FORECAST:** A statement about the future, usually derived from an analysis of trends and expressed in terms of probabilities and confidence limits.

**FULL MOBILIZATION:** Expansion of the active Armed Forces resulting from action by Congress or the President to mobilize all units in the existing approved force structure and all individual reservists, and the material resources needed for these units. (See also TOTAL MOBILIZATION.)

**FUNCTIONAL AREA CODE (FAC):** A one-position alphanumeric code used on the Manpower Authorization to identify billets requiring special consideration in personnel detailing.

OPNAVINST 1000.16G

**FUNCTIONAL SPONSOR:** An official at the OPNAV, claimant, or subclaimant level having technical knowledge of or cognizance over specific mission/functional areas. Functional sponsors provide assistance in manpower requirements determination.

**FUNCTIONS:** The appropriate responsibilities or assigned duties, responsibilities, missions or tasks of an individual office or organization.

**FUNDED BILLET/POSITION:** Manpower as authorized in the SYDP with billet/position quality assigned.

**GRADE:** A step or degree in a graduated scale of military rank or civilian grade that has been established by law or regulation.

**HUMAN FACTORS ENGINEERING:** The application of methods, techniques, and data from the scientific disciplines and technologies encompassed by the areas of life support, human engineering, and personnel and training as a multi-disciplinary approach to optimizing man/machine relationships in the planning, design, and development and test and evaluation of weapon, aircraft, and support systems. (See also HUMAN FACTORS RESEARCH.)

**HUMAN FACTORS RESEARCH:** The discovery and dissemination of new knowledge and methods to improve the effectiveness of human factors engineering applications in systems' development. (See also HUMAN FACTORS ENGINEERING.)

**INACTIVATE:** To place in a non-operating condition while requiring physical protection of the property, personnel necessary for fire protection, and periodic inspections by local representatives of the primary support headquarters organization. (See also DEACTIVATE and DISESTABLISH.)

**INCREMENT:** In programming, a prioritized requested increase in resources.

**INCUMBENT:** The individual assigned to a particular billet or position.

**INDIVIDUALS:** A Defense Programming and Planning Category of manpower which includes military personnel who are not considered force structure manpower and consist of transients, patients, prisoners, holdees, students, trainees, and cadets.

**TRANSIENTS.** This category contains only the transient program element, which consists of active duty military personnel in travel, leave en route, or temporary duty status (except for training) while on Permanent Change of Station orders.

OPNAVINST 1000.16G

PATIENTS, PRISONERS, AND HOLDEES. This category contains only the Personnel Holding Account program element that consists of active duty military personnel who are dropped from the assigned strength of an operational or training unit for reasons of medical, disciplinary, or separation non-availability.

TRAINEES, STUDENTS, AND CADETS. This category contains active service officer students, active enlisted students, active enlisted trainees, Service Academy Cadets/Midshipmen, and active officer accession students not assigned to a specific unit or activity.

INSTALLATION: A group of facilities, located in the same vicinity, which support particular functions. Installations may be elements of a base command. (See also FACILITY and ACTIVITY.)

INTEGRATED PROGRAM SUMMARY (IPS): The IPS summarizes the DoD component's implementation plan for a weapon system's life cycle, limited to fifty pages including annexes.

INTERSERVICE SUPPORT: Action by one Military Service or element thereof, to provide logistical and/or administrative support to another Military Service or element thereof. Such action can be recurring or non-recurring in character, on an installation, area, or worldwide basis.

JOINT FORCE MEMORANDUM (JFM): A document prepared annually by the JCS and submitted to the Secretary of Defense (SECDEF), which provides recommendations on the Joint Force Program within the fiscal guidance issued by the Secretary of Defense.

JOINT MANPOWER PROGRAM (JMP): The document which reflects the joint or international activity mission, functions and organization (Part I), current and projected manpower (Part II), and, when applicable, the required mobilization augmentation (Part III). A recommended Joint Manpower Program also identifies and justifies any changes proposed by the commander/director of a joint activity for the next 4 years.

JOINT STRATEGIC PLANNING DOCUMENT (JSPD): A document prepared annually which provides the advice of the Joint Chiefs of Staff (JCS) to the President and Secretary of Defense (SECDEF) on the military strategy and force objectives for attaining the National Security Objective (NSO) of the United States. In addition to recommendations on major forces, it includes the rationale supporting the forces and assessment of risks associated therewith, costs and manpower estimates, and other supporting data.

JOINT TABLE OF DISTRIBUTION (JTD): Part II of the JMP. The JTD identifies each billet in a joint or international activity by title, service, grade, skill and quantity authorized for a specific fiscal year (authorization year) and the five subsequent fiscal years (program years).

OPNAVINST 1000.16G

**LIMITED DUTY OFFICER (LDO):** Original appointment from enlisted or warrant officer status as an officer of the Navy in grade below Lieutenant Commander in the Line or Staff Corps, Regular Navy and Naval Reserve, for the performance of duty in the technical field in which they are proficient.

**LINE OFFICER:** Of the two major naval officer categories (Line and Staff Corps) an officer of the line performing duty in either a restricted status or unrestricted status.

**LINE RESPONSIBILITY:** The ultimate responsibility of an employee for effective and efficient performance, including making executive decisions, planning, supervising and testing operations, conducting inspections, and maintaining discipline.

**MAINTENANCE MANPOWER:** The manpower required to perform required planned, corrective, and facility maintenance (house-keeping). Maintenance manpower requirements are determined through the analysis of required maintenance actions generated through the Navy Maintenance and Material Management (3-M) System, which provides the required numbers and skill levels of personnel and time requirements for individual equipments installed. Corrective maintenance manpower requirements are determined through the application of ratios of planned maintenance to corrective maintenance. These ratios are empirical in nature and are based on data gathered by the appropriate systems command.

**MANCLASS SUBSYSTEMS:** MANCLASS Subsystems are as follows below:

- a. **AUTHORIZATION CHANGE REQUESTS.** The Authorizations Change Request Subsystem is designed to allow Claimants, Subclaimants, Resource Sponsors, and NAVMAC to submit manpower authorization change requests, (1000/4As), to to CNO (OP-121) to update the Navy Manpower Data Accounting System (NMDAS) billets files.
- b. **ELECTRONIC MAIL.** The Electronic Mail Subsystem allows MANCLASS users to send and receive messages to/from other users.
- c. **NMDAS AUTHORIZATION QUERY.** This subsystem allows MANCLASS users to view Officer, Enlisted, and Civilian Billets from the Unclassified NMDAS data base.
- d. **POM QUALITY INPUT.** The POM Quality Input Subsystem is designed to allow Resource Sponsors an automated manpower authorization input process to submit Program Objectives Memorandum (POM) quality changes (1000/4As) to update the NMDAS authorization billets files. This subsystem also gives the claimant and subclaimant the ability to identify quality for POM and automatically transmit data to the appropriate resource sponsor.

OPNAVINST 1000.16G

e. MRW/MAL SUBSYSTEM. The MRW/MAL Subsystem allows Manpower Claimants to request Manpower Requirements Worksheets and Manpower Authorization Listings directly from the NMRS and NMRDB.

f. MICRO MANPOWER AUTHORIZATION CHANGE REQUESTS (MMCA): MMCA is a Personal Computer software package that creates an automated manpower authorization change request (1000/4A) for use in uploading into MANCLASS.

MAN-DAY: A unit of work equal to the productive effort of one person working one normal, 8-hour workday.

MAN-HOUR: A unit of work equal to the productive effort of one person working 1 hour.

MANNING: The specific inventory of people at an activity in terms of numbers, grades, and occupational groups.

MANNING CONTROL AUTHORITY (MCA): In the enlisted distribution system, the Manning Control Authority is the naval authority who is tasked with determining the quality, quantity and priority for assignment of personnel to all billets within activities in his composite. This is accomplished by establishing priorities in the requisition system, monitoring assignments, and initiating actions to correct manning deficiencies. The MCAs are COMNAVMILPERSCOM, CINCLANTFLT, CINCPACFLT and COMNAVRESFOR.

MANNING LEVEL: The number of personnel on board an activity divided by the billets authorized for the activity. Can be also related to specific occupational classifications, i.e., the percentage of authorized billets which can be filled in various rates and ratings based on current or projected personnel inventories.

MANPOWER CLAIMANT ACCESS SUPPORT SYSTEM (MANCLASS): MANCLASS provides access to three automated manpower systems. It offers a single set of controlled capabilities for use by Manpower Claimants, selected Subclaimants, Resource Sponsors, selected OP-01 codes, and the Navy Manpower Analysis Center (NAVMAC). The interfaced systems are:

- a. The Navy Manpower Data Accounting System (NMDAS),
- b. The Navy Manpower Requirements System (NMRS), and
- c. The Navy Manpower Requirements Data Base (NMRDB).

MANPOWER, PERSONNEL AND TRAINING INFORMATION SYSTEMS (MAPTIS): MAPTIS is the aggregate of the separate but interrelated Automatic Data Processing (ADP) information systems that support

OPNAVINST 1000.16G

the Navy's total force management. The MAPTIS provides an integrated management approach for systems which have been planned and developed under various management schemes. The systems have been grouped into two types: Management Information Systems (MIS) which utilize large-scale systems of records and process factual data; and Decision Support Systems (DSS) which are model-based systems for the projection of future trends. MAPTIS is under the auspices of the CNO (OP-16). (See NAVY MANPOWER DATA ACCOUNTING SYSTEM (NMDAS))

MANPOWER AUTHORIZATION (MPA) (OPNAV 1000/2): The qualitative and quantitative expression of manpower requirements authorized by CNO for a naval activity. It has the following uses and applications:

a. As an expression of manpower needs of an activity, it is the authority used by the Chief of Naval Personnel and the applicable Enlisted Personnel Distribution Office to provide requisite military personnel distribution and Naval Reserve recall.

b. It is the basic document for current and future peacetime and mobilization Navy military manpower planning in the areas of personnel strength planning, recruiting, training, promotion, personnel distribution, and Naval Reserve recall.

c. It is the single official statement of organizational manning and billets authorized. Billets authorized are the billets approved by the Chief of Naval Operations for current operating conditions and may, depending on the mission of the activity, represent full organizational manning, i.e., SMD or SQMD.

MANPOWER AUTHORIZATION CHANGE REQUEST (OPNAV 1000/4A): The document used by the activities to request the assignment of manpower or changes to Manpower Authorizations and by the Chief of Naval Operations for the introduction of manpower requirements data into the Navy Manpower Data Accounting System (NMDAS).

MANPOWER CLAIMANT: In the Resource Management System, the major commanders or bureaus which are authorized manpower resources directly by the CNO for the accomplishment of the assigned mission and tasks.

MANPOWER MANAGEMENT: Planning, statistical forecasting, balancing and approving manpower: i.e., specific number and kinds of military billets or civilian positions required by each activity (sea or shore) to perform its assigned mission and tasks, ensuring at all times that billet and position

OPNAVINST 1000.16G

requirements/authorizations ashore adequately provide for operational readiness, augmentation of the fleet, maintenance, administration, training, sea/shore rotation, etc. Planning and control of manpower, and the effective use of manpower to meet such requirements are proper functions of management (command) coordination. The exercise of these functions includes: techniques for forecasting manpower requirements; statistical analyses, applications, and interpretations; measures of effective use of manpower; development and maintenance of manpower systems and methods of support, including automated capability; the development and the use of productivity measures; development and application of staffing standards, or occupational identification codes, on-site manpower validation surveys, and related manpower control procedures.

MANPOWER PROGRAMMING: The process of translating planned force requirements into Manpower Authorizations for specified programs to the activity level within the SYDP.

MANPOWER REQUIREMENTS:

a. DOD: Personnel needed to accomplish specified workloads of organizations.

b. Navy): The numbers of military and civilian manpower required for each activity, which have been approved for planning purposes by the Chief of Naval Operations, as representing:

(1) A need for manpower by quantities and skills, determined using industrial engineering and management analytical techniques.

(2) A statement of the quantity and quality of manpower (billets) needed to perform Required Operational Capabilities in a Projected Operational Environment (ROC/POE). For existing ships, aircraft squadrons and shore activities, these requirements are displayed in Ship/Squadron/Shore Manpower Documents.

MANPOWER RESOURCES (DOD): Human resources available to the Services which can be applied against manpower requirements.

MANPOWER SPACE: A quantitative requirement or authorization for manpower. (See BILLET and/or POSITION.)

MAN-YEAR: A unit of work equal to the productive effort of one person working 8 hours per day, 5 days per week for a period of one year, adjusted to include paid leave and holidays.

M-DAY: The day the Secretary of Defense, based on decision by the President and/or Congress, directs a mobilization. All mobilization planning (e.g., alert, movement, transportation and deployment/employment) will be based on that date.

OPNAVINST 1000.16G

**MILITARY ESSENTIALITY CODE:** A code to denote the reason for military staffing, i.e., combat readiness, law, training, discipline or military background.

**MILITARY SKILL:** Skill associated with military paygrade as opposed to occupational specialties. Defined for enlisted personnel under Naval Standards section of Occupational Standards.

**MISSION SPONSOR:** The Commandant Marine Corps (CMC), OPNAV Principal Officials (OPSS) responsible for developing the overall goals, objectives, rationale, justification, and resource requirements (including manpower, support and training) for a specified mission area.

**MOBILIZATION:** The process by which the Armed Forces or part of them are brought to a state of readiness for war or other national emergencies. This includes assembling and organizing personnel, supplies and material for active military service.

**MOST EFFICIENT ORGANIZATION (MEO):** The organizational structure, manpower requirements and procedures identified as a result of the application of the Efficiency Review (ER) or Commercial Activities (CA) process.

**NATIONAL STRATEGY:** The art and science of developing and using the political, social, economic and psychological powers of a nation, together with its Armed Forces, during peace and war, to secure national objectives.

**NAVAL STANDARDS:** Skills and knowledge, other than those defined by occupational standards, which are essential to the overall effectiveness of enlisted personnel in the performance of duty. They encompass military requirements; essential virtues of pride of service in support of oath of enlistment; maintenance of good order and discipline; and basic skills and knowledge pertaining to the well-being of Navy personnel, which directly contribute to the mission of the Navy.

**NAVY DECISION COORDINATING PAPER (NDCP):** The Navy acquisition management document which supports and promulgates a CNO or SECNAV decision to initiate a conceptual development program and establish an appropriate advanced or engineering development line item. For the Secretary of the Navy or a principal member of the Defense Acquisition Review Council, the Navy Decision Coordinating Paper will serve the same basis as the Decision Coordinating Paper or the Program Memoranda. The format is the same as that of the DCP.

OPNAVINST 1000.16G

NAVY ENLISTED CLASSIFICATION (NEC): The NEC structure, of which the NEC coding system is a part, supplements the enlisted rating structure in identifying personnel on active or inactive duty and billets in Manpower Authorizations. NEC codes reflect special knowledge and skills that identify personnel and requirements when the rating structure is insufficient by itself for manpower management purposes. The NEC is a four-position alphanumeric code.

NAVY ENLISTED OCCUPATIONAL CLASSIFICATION SYSTEM (NEOCS): Provides the method the Navy uses to identify enlisted personnel skills and the manpower requirements associated with these skills. The system forms the basis for actions taken concerning enlisted personnel planning, procurement, training, promotion, distribution, assignment, and mobilization. NEOCS consists of (1) the enlisted rating structure and (2) its supplement, the Navy Enlisted Classification (NEC) structure. Special Qualifications further complement both the enlisted rating structure and the NEC structure.

NAVY MANPOWER DATA ACCOUNTING SYSTEM (NMDAS): The Navy Manpower Data Accounting System is the authoritative source for activity information, manpower authorizations, personnel authorizations, billet authorizations, and requirements. These are recorded in three major subsystems which are the Navy Activity Accounting Subsystem (NAAS), Navy Manpower End Strength Accounting Subsystem (NMESS), and the Navy Manpower Authorizations and Requirements Accounting Subsystem (NMARS). The NMDAS provides a means of preparing, reporting, and monitoring military positions and civilian positions, and to assist in integrated manpower planning and programming.

NAVY MANPOWER END STRENGTH ACCOUNTING SUBSYSTEM (NMESS): The Navy's authoritative data base, maintained and controlled by the Chief of Naval Operations, which contains the approved quantity of manpower spaces authorized by fiscal year for each Navy activity. NMESS is in support of the SYDP and the PPBS process.

NAVY MANPOWER MOBILIZATION SYSTEM (NAMMOS): A system used to determine, validate, and document manpower mobilization military and civilian requirements for shore activities. Employs a top-down macro approach in which workload factors within given functional categories provide the basis to determine mobilization requirements for various scenarios.

NAVY MANPOWER PLANNING SYSTEM (NAMPS): An integrated manpower planning system developed by the Deputy Chief of Naval Operations (Manpower, Personnel and Training) designed to achieve the goals and objectives established by the Secretary of the Navy (reference (a)). In addition to the establishment of effective procedures for the forecasting of military and civilian manpower

OPNAVINST 1000.16G

requirements in a dynamic and changing environment, the system is designed to provide reliable planning information to manpower managers (both military and civilian) so that they may assess the feasibility and impacts of manpower management actions.

NAVY MANPOWER REQUIREMENTS SYSTEM (NMRS): A computerized management information system maintained by NAVMAC which applies ER MEO's and existing staffing standards to reported workload data in an automated process to produce Manpower Requirements Worksheet (MRWs), SHMDs, SQMDs, SMDs as well as other manpower planning system documents.

NAVY OFFICER OCCUPATIONAL CLASSIFICATION SYSTEM (NOOCS): The Navy Officer Occupational Classification System provides a means to identify the skills, education, training, experience, and capabilities of officer personnel and the Navy's officer requirements. The system is designed to facilitate efficient personnel and manpower planning, procurement, training, promotion, distribution, career development, and the orderly call to active duty of inactive duty personnel. NOOCS consists of four major subsystems (the Designator/Grade Structure, the Navy Officer Billet Classification Structure, the Sub-specialty Structure, the Additional Qualification Designation Structure.

NAVY OCCUPATIONAL DEVELOPMENT AND ANALYSIS CENTER (NODAC): A detachment of COMNAVMILPERSCOM responsible for collection and analysis of occupational data, and for developing new and improved personnel classification systems and standards. Three programs are conducted: NOTAP (Navy Occupational Task Analysis Program), which collects, processes and analyzes occupational data for multipurpose use; Occupational Standards Program, which develops and periodically revises standards for Navy occupations; and TRAINING IMPORTANCE SURVEY (TIS) program which collects training priority data for "A" and "C" school curricula development. (See also OCCUPATIONAL STANDARDS.)

NAVY OFFICER BILLET CLASSIFICATION (NOBC): A 4-digit code representing the functional description requirements of officer billets. An element of the code structure within the Navy officer classification system which is used to identify the officer billet requirements and the officer occupational qualifications acquired through billet experience.

NAVY TRAINING PLAN (NTP): The principal document for defining manpower, personnel and training requirements for new aviation equipment, system, subsystem or total ship developments; ships transferred to the Naval Reserve; Reserve Programs; area training requirements or mission continuation; and the resources (manpower, training, equipment, military construction, etc.) necessary to support the training requirements. It controls the planning and implementing action for meeting the requirements

OPNAVINST 1000.16G

for the system, subsystem, or subsystem component or non-hardware-oriented development, to produce trained and qualified personnel required to install, operate, maintain, or otherwise use the same being introduced into the Navy. (See also TRAINING & EDUCATION REQUIREMENTS ADVISORY COMMITTEE (TERAC))

NMESS--ACTIVITY (OPNAV 1000/5): A data processed report representing the authorizations for each peacetime activity of the Department of Navy (except MARCORPS). A revised activity form is printed each time a quantitative change occurs.

OCCUPATIONAL STANDARDS: Standards that express the Navy's minimum requirements for enlisted occupational skills.

OFFICER DISTRIBUTION CONTROL REPORT (ODCR) (NAVPERS 1301/5): A monthly report, promulgated by CHNAVPERS and updated by each activity, which displays each officer billet authorized by the Chief of Naval Operations within a given naval activity and indicates the name and other pertinent information concerning the incumbent of that billet.

OFFICER PROGRAMMED AUTHORIZATIONS - A recurring, published document summarizing officer billet authorizations contained in the Navy Manpower Data Accounting System (NMDAS). These documents reflect orders placed for personnel inventory for current and future fiscal years (budget and program years). Authorizations are summarized by designator and pay grade within designator for each fiscal year and controlled precisely to the approved end strength for each of the fiscal years.

OPERATIONAL MANNING: A term used in Ship and Squadron Manpower Documents to describe that portion of the qualitative/quantitative manpower required to man specific watchstations in varying degrees of readiness and to man the time-constrained stations associated with flight operations or special evolutions. As used in Squadron Manpower Documents, the term also includes manpower for certain other directed requirements.

OPERATIONAL REQUIREMENT (OR): ORs are concise statements of operational needs (not to exceed 3 pages). The OR is the basic requirement document for all Navy acquisition programs requiring research and development effort. The OR solicits Development Proposals (DPs) from the Naval Systems Commands or bureaus, as appropriate.

ORGANIZATIONAL MANNING: The delineation by individual billets of the qualitative and quantitative manpower required to perform the unit's assigned missions in wartime as specified in the Required Operational Capabilities (ROC) and Projected Operating Environment (POE) statements. Organizational manning requirements are promulgated in Ship, Squadron and Shore Manpower Documents.

OPNAVINST 1000.16G

IN-UNIT SUPPORT: The work actions required of personnel which are not within the categories of watch, maintenance, or service diversions, but which are essential to the operation of the unit or activity. Typical examples for ships and aircraft squadrons are replenishment evolutions, supervision, and working parties. Examples for shore activities include transient aircraft handling and storm damage removal.

PEACETIME ESTABLISHMENT: A table setting out the authorized peacetime manpower requirement for a unit formation activity or headquarters.

PERFORMANCE INDICATOR: A characteristic of an output of a work process that can be measured against standards of performance in terms of quality, quantity and timeliness. Performance indicators are included in the ER report as a part of each PWS.

PERFORMANCE WORK STATEMENT (PWS): Identifies what work is to be done to the maximum extent practicable without stating how to do it. It identifies standards of performance to be met in measurable terms of quality, quantity and timeliness.

PERSONAL NEEDS: Personal needs include health and comfort needs, mail, leisure, relaxation, uniform changes, etc.

PERSONNEL (PERS): Those individuals required in either a military or civilian capacity to accomplish the assigned mission/tasking. To the context of manpower management, personnel connotes individuals, whereas manpower connotes requirements, billets/positions or spaces.

PERSONNEL ASSIGNED: A tabulation of all officer and enlisted personnel charged to an activity. This information is presented in the unit's Officer Distribution and Control Report (ODCR, NAVPERS 1301/5) and Enlisted Distribution and Verification Report (EDVR, BUPERS Report 1080-14).

PERSONNEL EXCHANGE PROGRAM: A program by which officer and enlisted personnel are assigned to duties with foreign allied services in exchange for foreign service counterpart personnel who are assigned to the U. S. Navy. Foreign personnel normally fill an authorized billet at the USN host command.

PERSONNEL INVENTORY: Numbers of personnel available by occupational classification, paygrade, and distribution category.

PERSONNEL RELIABILITY PROGRAM (PRP): Security program associated with nuclear weapons and their handling and use.

PETTY OFFICER RATIO (TOP SIX): Ratio of Petty Officers to the total authorized enlisted end strength. Can be ratio of billets to end strength or personnel to end strength.

OPNAVINST 1000.16G

**PLANNING & PROGRAMMING GUIDANCE MEMORANDUM (PPGM):** The PPGM is a document which identifies the fundamental programming objectives for the Department of Defense, and provides the criteria by which the Joint Forces Memorandum (JFM) and Program Objective Memoranda (POMs) will be evaluated by the DoD staff. Some indication as to which issues will be considered during the review cycle is also provided.

**POSITIONS AUTHORIZED:** Claimant distribution of civilian manpower authorizations established in PPBS process. Funded positions are depicted in the Billets Authorized (BA) column (column 32) of OPNAV 1000/2. (See Billets Authorized (BA).)

**POSTGRADUATE EDUCATION:** A course of study beyond the baccalaureate level which may or may not lead to the awarding of an advanced degree.

**PRIMARY DUTY:** The main functions assigned to an individual through his or her assignment to a particular billet by the commanding officer. These functions are described by the billet classification qualifiers.

**PRIORITY MANNING:** A system by which certain activities, considered essential to national defense, are designated to be manned at specific levels above the general manning level. Priority manning may encompass up to 100 percent manning in quality and or quantity for all or specific elements of an activity and may be on a continuous basis or last for a specified period of time.

**PRIORITY 1 MANNING:** A priority for manning of ships and activities whose mission success is deemed vital to the highest national interests and which require some degree of priority manning for an indefinite period of time. Priority 1 Manning results in the distribution of enlisted personnel to identified billets or activities by rate and NEC, as specified in the activity's Manpower Authorization, prior to any other personnel distribution.

**PRIORITY 2 MANNING:** A priority for manning of ships and activities whose mission success is deemed essential to the national interests and which have specific needs for increased manning for a specific period of time. Priority 2 Manning results in the distribution of enlisted personnel to identified billets or activities by rate and NEC, as specified in the activity's Manpower Authorization, subsequent to the distribution for Priority 1 Manning and prior to any other personnel distribution.

**PRIORITY 3 MANNING:** A priority for manning of ships and activities which have specific need for increased manning above the normal manning level for specific manning accomplishment.

OPNAVINST 1000.16G

Priority 3 Manning results in the distribution of enlisted personnel to identified billets or activities by rate and NEC, subsequent to the distribution for Priority 2 Manning and prior to any other distribution of the personnel resources of the authorizing Manning Control Authority.

PROCUREMENT: The process of obtaining services, supplies and equipment.

PROGRAM:

a. A combination of program elements designed to express the accomplishment of a definite objective which specifies the time-phasing of required actions and the means proposed for its accomplishment. Programs are aggregations of program elements based upon the first two numbers in the program element code, and in turn, aggregated to the total SYDP.

b. A plan or scheme of action designated for the accomplishment of a definite objective which is specific as to the time-phasing of the work to be done and the means proposed for its accomplishment, particularly in quantitative terms, with respect to manpower, material, and facilities' requirements. The program provides a basis for budgeting.

PROGRAM AND RESOURCE SPONSOR PLANS: Each OPNAV Principal Official (OPO) prepares and maintains an annually revised/updated warfare plan which sets forth, as a minimum, current SYDP force levels, procurement and modifications, reasonably achievable variations to the SYDP, and a 15 year extended projection of SYDP variations. The program and resource sponsor plans set forth, as concisely and coherently as feasible, the sponsor's perceived program/resource need to carry out the CNO's Policy and Planning Guidance (CPPG).

PROGRAM BUDGET DECISION (PBD): A SECDEF/OMB decision in prescribed format directing changes to the SYDP related to funding issues.

PROGRAM CHANGE REQUEST (PCR): Proposal in prescribed format for out-of-cycle changes to the approved data in the SYDP.

PROGRAM DECISION MEMORANDUM (PDM): A document which provides decisions of SECDEF and DEPSECDEF, supported by the DRB, from the results of the program review process on POMs.

PROGRAM DEVELOPMENT REVIEW COMMITTEE (PDRC): A reviewing body in Navy of two-star admirals that subject all BAMs and SPPs to intensive review prior to presenting to the CEB for decision. Each BAM and SPP is reviewed for completeness of issues, alternative solutions and complete identification of funding levels and sources as well as the impact of alternatives when appropriate.

OPNAVINST 1000.16G

**PROGRAM ELEMENT:** A basic component of the Planning, Programming, and Budgeting System, which represents an integrated combination of Navy personnel, equipment, and facilities, which together constitute an identifiable military capability or support activity.

**PROGRAM ELEMENT SPONSOR:** The OPNAV Principal Official (OPO) is responsible for force composition, funding support, and programmed manpower for a specific Program Element. He/she is responsible for objectives and planned programs for the out-years, as well as for the development of Program Change Requests (PCRs).

**PROGRAM MANAGER:** An individual Manager who has the responsibility of managing resources assigned to his program and ensuring the program is accurately priced, balanced and executable; who knows the policy, and history regarding those assigned resources.

**PROGRAMMING:** The process of translating planned force requirements into time-phased manpower over the SYDP.

**PROGRAM MEMORANDUM (PM):** A decision document serving the same purposes as a DCP. Each military component or each DSARC principal has the authority to select non-major programs for special management monitoring. In such circumstances a PM will provide the required information for decisions. The format content and processing for a PM, within the Navy, are identical to those for a DCP.

**PROGRAM OBJECTIVES MEMORANDUM (POM):** Document in which each military department and Defense agency recommends and describes biannually its total resource and program objectives. Program objectives are fiscally constrained. To allow flexibility for each service to develop balanced programs, reallocation of funds is permitted between major mission and support categories unless specifically stated otherwise in the Secretary of Defense's Fiscal Guidance Memorandum.

**PROGRAM SPONSOR:** A program sponsor is an OPNAV Principal Official who, by organizational charter, is responsible for determining program objectives, time-phased support requirements, and for appraising progress, readiness and military worth for a given weapon system, function or task in support of the goals and objectives of the appropriate resource sponsor. The program sponsor is the primary Navy spokesman on matters related to the requirement for development/procurement/progress of the particular program.

**PROGRAM YEAR:** A fiscal year in the SYDP that ends not earlier than the second year beyond the current calendar year. Thus, during the calendar year 1990, the first program year is FY-92.

OPNAVINST 1000.16G

**PROJECT MANAGER:** The individual within the Systems Commands, bureaus, and offices responsible, within well-defined boundaries of time, resources, and performance requirements, for executing an approved project.

**PROJECTED OPERATIONAL ENVIRONMENT (POE):** The environment in which the ship or squadron is expected to operate, including the military climate. Example: "at sea, at war, capable of continuous operations at readiness condition III."

**PROVEN SUBSPECIALIST:** An unrestricted line officer in the grade of LCDR through CAPT who has been identified by a Subspecialty Selection Board as an experienced specialist and selected as "proven" based on the officer's demonstrated superior performance. Billets requiring an officer possessing a proven subspecialty code are designated by the following suffixes: C, proven at Phd level; M, proven at engineer's level; Q, proven at master's level; F, proven at functional education level; and, R, proven at significant experience level.

**QUALITATIVE BILLET DATA:** The skills and experience required by a billet as expressed in terms of the billet classification subsystems.

**QUANTITATIVE BILLET DATA:** The number of billets in a given classification category.

**RATE:** Identifies personnel occupationally by paygrades E-1 through E-9. They reflect levels of aptitude, training, experience, knowledge, skill, and responsibility. Enlisted rates are divided into three groups: general rates (E-1 through E-3 apprenticeships), petty officers (E-4) through E-6) and chief petty officers (E-7 through E-9).

**RATING:** Is a broad enlisted career field. It identifies an occupational specialty that encompasses related aptitude, training experience, knowledge and skills for the purpose of career development and advancement.

**REQUIRED FUNCTIONAL CATEGORY (RFC) CODE:** A three-position alpha-numeric code on Manpower Authorizations (OPNAV 1000/2) used to functionally link authorized billets/positions in shore activities with functionally derived requirements in SHMD. RFCs are published by NAVMAC in an RFC Directory. (Previously Billet Occupational Classification (BOC)) Code.

**REQUIRED OPERATIONAL CAPABILITY (ROC):** Statements prepared by mission and force function sponsors which detail the capabilities required of ships and squadrons in various operational situations.

OPNAVINST 1000.16G

The level of detail sets forth which weapons will be ready at varying degrees of readiness. Example: Perform Anti-Air warfare with full capability condition of readiness I; partial capability in condition of readiness III.

**REQUIREMENTS INDICATOR (RI) CODE:** Previously designated Standards Indicator (SI). A one-position field used in NMRS and in NMDAS to provide a method of telling what requirements determination methodology established the requirement for a particular military billet/civilian position. The change in terminology from SI to RI is appropriate to associate the requirements methodology rather than a categorization of standards originally used as justification for a particular billet/position.

**RESEARCH AND DEVELOPMENT PLAN:** The Director, of R&D Requirements, Test and Evaluation prepares the R&D Plan consistent with the CPPG, Resource and Mission Sponsor Plans, Joint Research and Development Objectives Document (JRDO), etc., which integrates such needs and requirements and establishes broad Navy RDT&E planning guidance. The R&D Plan is based upon Science and Technology Objectives (STOs) and approved Operational Requirements (ORs).

**RESOURCE CATEGORY:** A unique type of resource or a homogeneous grouping of related resources. The sum of all resource categories equals the total resource input to the SYDP.

**RESOURCE SPONSOR:** OPNAV Principal Official (OPO) responsible for an identifiable aggregation of resources which constitute inputs to warfare and supporting tasks. The span of responsibility includes interrelated programs or parts of programs located in several mission areas.

**RESTRICTED LINE:** An officer of the line, regular and naval reserve, who is not eligible to command at sea and who is designated for engineering duty (EOD), aeronautical engineering duty (AEDO), aviation duty (ADO), special duty or limited duty.

**SCHOOLS:** Categories of enlisted schools and courses designed and maintained to assist the forces afloat by giving instruction which, because of the time allowed and facilities available, can be given more advantageously ashore. Activities which provide training to enlisted personnel are divided into the following classes:

a. **Class "A":** Provides the basic technical knowledge and skills required to prepare for job entry-level performance and further specialized training. Includes Apprenticeship training.

b. **Class "C":** Provides advance knowledge, skills, and techniques to perform a particular job.

OPNAVINST 1000.16G

c. Class "E": Provides formal professional educational instruction which may lead to an academic degree. Includes service college and graduate education programs.

d. Class "F": Provides team training to fleet personnel and/or individual training such as refresher, operator, maintenance, and technical training of less than 13 calendar days.

e. Class "P": Provides undergraduate education and/or indoctrination and basic training in fundamentals for officer acquisition programs.

f. Class "R": Provides general indoctrination training upon initial enlistment or induction and prepares the recruit for early adjustment to military life.

g. Class "V": Provides the training for development of skills which lead to the designation of Naval Aviator or Naval Flight Officer (NFO).

SCIENCE AND TECHNOLOGY OBJECTIVES (STO): This document provides CNO guidance to the technology research/exploratory development communities for various warfare areas in the 10-20 year future time period, on stated Navy R&D problems and objectives, of the threats that may be encountered and the needed capabilities to neutralize or overcome such threats.

SEA/SHORE ROTATION RATIO: This ratio represents the number of years that are required at sea, on average, for every 3 years of shore duty. The ratio is formed by dividing the number of sea billets by the number of shore billets and multiplying by 3. The ratio is usually expressed as x:3.

SECRETARY OF DEFENSE DECISION MEMORANDUM (SDDM): An SDDM documents each milestone decision, establishes program goals and threshold, and provides the direction and guidance to OSD, OJCS, and the DOD component for the next phase of weapon system acquisition.

SERVICE DIVERSIONS: Service diversions are actions required of personnel by regulations or standard routine which must be accomplished during working hours and which detract from an individual's availability to do productive work. Service diversions include sick call, quarters, inspections, business at the ship's office and disbursing office, pay call, haircuts, and other miscellaneous requirements.

SELECTED ACQUISITION REPORT (SAR): A report prepared for SECDEF which summarizes current estimates of technical, schedule, and cost performance in comparison with the original plans and current programs.

OPNAVINST 1000.16G

SELECTIVE MOBILIZATION: Expansion of the active Armed Forces by mobilization of Reserve Component Units and/or individual reservists by authority of Congress and the President to satisfy a requirement for a force tailored to meet that requirement.

SHIP ACQUISITION AND IMPROVEMENT PANEL (SAIP): For ship acquisition programs, the SAIP discharges all the functions normally performed by the Acquisition Review Committee in other acquisition programs.

SHIP MANPOWER DOCUMENT (SMD): Issued by the CNO (DCNO (Manpower, Personnel and Training)), the SMD displays in detail quantitative and qualitative manpower requirements of an individual ship or class of ships and the rationale for determination of the requirements. Requirements are predicated upon a Required Operational Capability (ROC) statement under a Projected Operational Environment (POE), ship configuration, specified operating profile, computed workload, and established doctrinal constraints such as standard workweeks, leave policy, etc.

SHIP'S COMPANY: The crew of a ship, consisting of the Officers and enlisted men officially ordered to duty aboard such ship. This term also is used to designate the permanent naval personnel assigned to shore based activities, as opposed to transient personnel present, such as students at a naval school.

SHORE (FIELD) ACTIVITY: An activity on shore, established by the Secretary of Navy in accordanced with OPNAVINST 5450.169D procedures.

SHORE MANPOWER DOCUMENT (SHMD): Issued by the CNO (DCNO (Manpower, Personnel and Training)) the SHMD displays in detail quantitative and qualitative manpower requirements for a shore activity and the source of the requirements information.

SINGLE MANAGER: A military department or agency designated by SECDEF to be responsible for management of specified commodities or common service activities on a DoD-wide basis.

SIX YEAR DEFENSE PROGRAM (SYDP): The official program which summarizes the Secretary of Defense approved plans and programs for the Department of Defense. The SYDP is published at least once annually. The SYDP is also represented by a computer data base which is updated regularly to reflect budget decisions and reprogramming actions.

SKILL FIELD: An area of applied knowledge.

SPAN OF CONTROL: A concept of the scope of supervision required to provide effective management, subject to such variants as the number and kind of personnel reporting directly to a supervisor,

OPNAVINST 1000.16G

the type of supervision required, the kind of work they perform, the distance at which the work is performed, and the effect this distance has on the reaction time required.

**SPONSOR:** A broad term covering responsibilities assigned a command, bureau, or office in support of a designated project. Sponsor responsibility may include, e.g., justification of funds, program objectives, technical guidance, procurement, manpower, training and other matters.

**SPONSOR PROGRAM PROPOSALS (SPP):** A set of proposals consisting of varying combinations of increments and decrements, which form the sponsors' recommended changes to the Six Year Defense Program. In developing SPPs, sponsors must be aware not only of program requirements and fiscal constraints (set forth in CPPG and CPFG), but also the realities of the acquisition process (e.g., production base availability, tooling requirements, production lead-times, and manpower/personnel implications).

**SQUADRON MANPOWER DOCUMENT (SQMD):** Issued by the CNO (DCNO (Manpower, Personnel and Training)), the SQMD displays by individual billets the quantitative and qualitative manpower requirements of an individual aviation squadron or a class of squadrons and the rationale for the determination of manpower requirements. Requirements are predicated upon statements of Required Operational Capabilities (ROC) under a Projected Operational Environment (POE), aircraft configuration, specified operating profile, computer workload and established doctrinal constraints.

**STAFF CORPS:** Of the two major naval officer categories (line and staff) an officer of the staff corps, regular navy and naval reserve, performing duty in one of the following eight staff corps: Medical Corps, Dental Corps, Medical Service Corps, Nurse Corps Judge Advocate General Corps, Supply Corps, Chaplain Corps and Civil Engineering Corps.

**STAFFING STANDARD:** Depicts the quantitative and qualitative manpower required to accomplish a specific function(s) from the lowest to the highest workload value. Used to determine manpower required at shore activities. While staffing standards may be developed and used by claimants/activities, references to staffing standards in this instruction only apply to OPNAV approved standards.

**STRATEGIC READINESS PANEL:** The SRP is a sub-panel of the CEB, chaired by the VCNO, which advises the CEB on strategy and readiness. (See CNO EXECUTIVE BOARD)

**SUBSPECIALTY:** Officer skill fields in which specialized education, training, and experience are expressed as requirements secondary to their specialty (designator).

OPNAVINST 1000.16G

**SUBSPECIALTY CONSULTANT:** The OPNAV Principal Official (OPO) or Chief of a Bureau tasked to advise the CNO, CNMPC, and CNET on matters concerning officer subspecialty education and skill requirements.

**SUBSPECIALTY REQUIREMENTS BOARD (SRB):** A board convened biennially by CNO (DCNO (Manpower, Personnel and Training)) to revalidate officer graduate education billet requirements; it is composed of representatives from subspecialty consultants and sponsors.

**SUBSPECIALTY SELECTION BOARD:** Subspecialty Selection Boards comprised of subspecialty sponsors and consultants are convened by COMNAVMILPERSCOM (NMPC 4) to review the records of URL officers, LCDR through CAPT, in each subspecialty education skill area and to identify proven subspecialist. Each subspecialty is considered once every 2 years.

**TASK:** A unit of work.

**TOTAL MOBILIZATION:** Expansion of the active Armed Forces by organizing and/or activating additional units beyond the existing approved troop basis to respond to requirements in excess of that troop basis and the mobilization of all national resources needed to round out and sustain such forces.

**TOTAL OBLIGATIONAL AUTHORITY (TOA):** TOA is the total amount of funds available for programming in a given year, regardless of the year the funds are appropriated, obligated or expended. TOA includes new obligational authority, unprogrammed or reprogrammed obligational authority from prior years, reimbursements not used for replacement of inventory in kind, advance funding for programs to be financed in the future, and unobligated balances transferred from other appropriations.

**TRAINING:** Instruction which provides the learner with knowledge and skills required for immediate application in the accomplishment of a specific task or combination of tasks.

**TRAINING & ADMINISTRATION OF RESERVES (TAR) BILLET:** A TAR billet is one in which the primary duties are concerned with the training and/or administration of the Naval Reserve. These billets are normally filled by personnel similarly designated, but may be filled by other personnel, based on the needs of the Service.

**TRAINING REQUIREMENT:**

- a. A requirement to train personnel in a specified quantity

OPNAVINST 1000.16G

to perform identified duties and thereafter be available for assignment to the duties at a specified time.

b. A requirement for a training or educational program which will produce trained personnel for an identified purpose.

c. The performance which is required of a person in order to be effective in a given situation. Thus, the jobs to which individuals are assigned have performance connotations, which are training requirements in the sense that the individuals must be trained to perform as required.

d. A need, established by the training organization, for support of specified nature.

TRAINING RESOURCE REQUIREMENTS: Fleet, fleet support, staff and student billets and personnel; training equipment and devices; test equipment and spare parts; training services and material; military construction for (or modification of) training facilities; technical services; and other resources necessary to conduct required training.

TRANSIENTS, PATIENTS, PRISONERS & HOLDEES (TPP&H). (See Individuals Account)

TRANSACTION NUMBER: A 6 position alphanumeric serial number assigned to each NMESS Activity (OPNAV Form 1000/5) and MPA (OPNAV Form 1000/2) for accounting purposes. Since minor changes to Manpower Authorizations are given limited distribution, this number will not necessarily coincide with the number an activity's current Officer Distribution Control Report (ODCR) (NAVPERS 1301/5) or Enlisted Distribution and Verification Report (EDVR).

UNIT IDENTIFICATION CODE (UIC): A 5 position numeric or alphanumeric code assigned by the Comptroller of the Navy to ships, aircraft, units, shore activities, divisions of shore activities, commands, bureaus and offices, contractors' plants, and in some instances to functions or the specialized elements for identification. By use of this code, programming decisions can be related to organizational units and to commands, bureaus and offices responsible for administering funds affecting those units. (See ACTIVITY CODE)

UNRESTRICTED LINE (URL): An officer of the line, regular navy or naval reserve, eligible to command at sea.

UPGRADE: To increase the pay grade or other quality assigned to a billet or position.

OPNAVINST 1000.16G

**WARFARE SPECIALIST:** Within the Unrestricted Line, and officer designated 111X (Surface Warfare), 112X (Submarine Warfare), 1130X (Special Warfare), 114X (Special Operations), 131X (Aviation Warfare-Pilot, or 132X (Aviation Warfare-NFO).

**WARRANT OFFICER (WO):** Officers of the Regular Navy or Naval Reserve appointed to warrant status for the performance of duty in the technical fields indicated by former occupational fields.

**WORK:** The activity of a body or mind which can be measured against standards in time, quantity or quality. This includes:

- a. Operation of equipment
- b. Watches, military duties and military assemblies
- c. Maintenance
- d. Administration
- e. Support
- f. Utility tasks and evolutions
- g. Training
- h. Supervision, job-related conversations, etc.

**WORK CENTER:** A grouping of personnel using similar machines, processes, methods, and operations, and performing homogeneous type work, usually located in a centralized area. The term is used to identify a relatively small activity within a broader functional segment. Personnel within a work center perform work that basically contributes to the same end product or result and their duties are similar or closely related.

**WORK FLOW:** The flow or movement of things being worked on when passing from one operation to another. Measured by quantity, rate of movement, and minimum time-lag or smoothness in performance.

**WORKLOAD:** The amount of work in terms of work units which organizations or individuals perform, or are responsible for performing.

**WORKLOAD INDICATOR:** A broad index sometimes used as a guide in establishing relationships between workload and manpower requirements.

**WORK MEASUREMENT:** A technique employed independently or in conjunction with cost accounting for the collection of data on

OPNAVINST 1000.16G

man-hours and production by work units, so that the relationship between work performed and man-hours expended can be calculated and used as the basis for manpower planning, scheduling, production, budget justification, performance evolution, and cost control.

WORK STANDARD: The number of man-hours selected to accomplish each work unit for the purpose of appraising an operation.

WORK UNIT:

a. Accountable and tangible expression of output or performance which can be identified and adequately described for the purpose of work measurement and/or cost accounting.

b. An item or group of items which serves to measure amounts of work.

WORKWEEKS, NAVY STANDARD: The total times expressed in average hours per week, which are available per person to accomplish the required workload (including watches) of the various types of a Navy unit. Navy standard workweeks are key elements in the calculation of Navy manpower requirements and manpower planning.

ZERO BASE STUDY: An analysis of the Navy's capabilities to provide certain services as compared to the Navy's total requirements to provide these same services. As applied to manpower, the Zero Base Study is a tool used to determine the location, the total number, and grade of the billets/positions required to produce these services.

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